✓

REPORT RESUMES

ED 015 364 AC 001 694

FUNCTIONAL LITERACY AND INTERNATIONAL DEVELOPMENT, A STUDY OF CANADIAN CAPABILITY TO ASSIST WITH THE WORLD CAMPAIGN TO ERADICATE ILLITERACY.

BY- KIDD, J. ROBY
ONTARIO INST. FOR STUDIES IN EDUC., TORONTO

PUB DATE NOV 67
EDRS PRICE MF-$0.50 HC-$5.16 127P.

DESCRIPTORS- *LITERACY EDUCATION, *FUNCTIONAL ILLITERACY, *DEVELOPING NATIONS, *TECHNICAL ASSISTANCE, *NATIONAL PROGRAMS, FOREIGN COUNTRIES, FEASIBILITY STUDIES, EDUCATIONAL NEEDS, MASS MEDIA, AUDIOVISUAL AIDS, PROGRAM DEVELOPMENT, COOPERATIVE PLANNING, INSTRUCTIONAL MATERIALS, TEACHER EDUCATION, LIBRARY SERVICES, RESEARCH NEEDS, FEDERAL GOVERNMENT, PRIVATE AGENCIES, UNIVERSITIES, PROMOTION (PUBLICIZE), PROGRAM ADMINISTRATION, FINANCIAL POLICY, STATISTICAL DATA, CONSULTANTS, CANADA, UNESCO, KENYA, INDIA,

A STUDY WAS MADE OF THE FEASIBILITY OF CANADIAN ASSISTANCE IN DEVELOPING NATIONS IN THE WORLD LITERACY CAMPAIGN. NEEDS FOR SPECIALIZED PERSONNEL, MASS MEDIA SERVICES, LITERATURE BUREAUS AND LIBRARIES, INSTRUCTIONAL MATERIALS AND SUPPLIES, AUDIOVISUAL AND OTHER EQUIPMENT, AND PROVISION FOR TEACHER EDUCATION, WOMEN'S EDUCATION, AND RESEARCH AND DEVELOPMENT WERE IDENTIFIED. RELEVANT CANADIAN PROGRAMS OF OVERSEAS AID BY BOTH GOVERNMENTAL AND NONGOVERNMENTAL BODIES (INCLUDING UNIVERSITIES) WERE DESCRIBED. IT WAS FELT THAT THE NATIONAL PROGRAM OF ACTION SHOULD INCLUDE UNIVERSAL BASIC EDUCATION IN CANADA, INFORMATION TO CANADIANS ON LITERACY AND THE WORLD LITERACY CAMPAIGN, COMPREHENSIVE PARTICIPATION, CANADIAN INITIATIVE IN PROGRAM PLANNING, ASSISTANCE PROJECTS IN DESIGNATED NATIONS, SPECIALLY TRAINED OVERSEAS PERSONNEL, AMPLE SUPPLIES AND SPECIALIZED SERVICES, AND RESTRAINT IN BUDGETING AND IN ADMINISTRATIVE ORGANIZATION. (ALSO INCLUDED ARE 64 REFERENCES, EXAMPLES OF PROGRAMS AND NEEDS IN KENYA AND INDIA, PROFESSIONAL COURSES IN ADULT EDUCATION IN CANADIAN UNIVERSITIES, AND INFORMATION SOURCES.) (LY)

ED015364

FUNCTIONAL LITERACY
AND
INTERNATIONAL DEVELOPMENT

AC001694

A STUDY OF CANADIAN CAPABILITY
TO ASSIST WITH THE
WORLD CAMPAIGN TO ERADICATE ILLITERACY

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

FUNCTIONAL LITERACY AND INTERNATIONAL DEVELOPMENT

A study of Canadian capability to assist with the world campaign to eradicate illiteracy

FOREWORD

Much has been said or written in recent years about the need for education in today's rapidly changing world. Nowhere is this more true than in the developing countries.

This study attempts to delineate the need, and to indicate practical ways in which Canadians - government, voluntary agencies, educational institutions, and business firms - can help to meet it. It is factual, as a study should be.

For the reader who is well informed on international affairs, much of the material can offer at best a refresher course. For others, we hope it will provide both new insights and a new challenge to Canadians because of Canada's unique position as a trusted broker in international affairs, one with a great deal to contribute in this very great cause. May we not be found wanting.

D. C. Spry

President
Overseas Institute of Canada

CONTENTS

INTRODUCTION / 1

CHAPTERS

I EVOLUTION AND SCOPE OF THE INTERNATIONAL LITERACY CAMPAIGN / 5

II SOME ANALYSIS OF THE NEED / 17

III CANADIAN PROGRAMS RELATED TO ADULT "BASIC EDUCATION" / 34

IV CANADIAN PROGRAMS OF OVERSEAS AID THAT ARE RELEVANT TO THE LITERACY CAMPAIGN / 55

V SOURCES OF EXPERIENCE, PERSONNEL, EQUIPMENT, AND MATERIAL / 62

VI A PROGRAM FOR ACTION
A SUMMARY OF THE MAIN CONCLUSIONS AND RECOMMENDATIONS / 75

APPENDICES

I Resolution on World Literacy Adopted Unanimously at the General Conference of Unesco in 1966 / 92

II Literacy Programs and Needs - Two Examples / 96

III Population in Canada with Limited Education, Census 1961 / 106

IV Professional Courses in Adult Education Offered in Canadian Universities / 110

V Some Organizations in Canada with a Substantial Overseas Program / 112

VI Sources of Information / 114

BIBLIOGRAPHY / 117

ACKNOWLEDGEMENTS

This is a feasibility study. It was carried out for the Overseas Institute of Canada at the request of the Canadian National Commission for UNESCO. While it reviews and summarizes information secured from scores of countries and hundreds of organizations, the study is severely restricted in objective - to assess what contribution Canada, Canadian organizations and individuals might make to the World Literacy Campaign.

The study was carried out in the Adult Education Department of The Ontario Institute for Studies in Education (OISE). Claude Touchette, S. Kapoor, and M. Muinuddin assisted in developing the plan and were chiefly responsible for the collection of data in Canada as well as for many suggestions about the development of the study. Full cooperation has been received from officers and officials in the Departments of Education in the provinces, from federal government departments, from the Canadian Education Association, and scores of other organizations, and from more than a hundred individuals. Some of those who were most helpful in supplying information are listed in Appendix VI. We express our gratitude to all who have assisted in the compilation of the basic information.

The Director of the study is J. R. Kidd, Chairman of the Department of Adult Education of OISE. During the course of the investigation he was able to obtain firsthand information in various parts of India, from individuals in a dozen Asian countries, who took part in an Asian conference on literacy, from individuals from ten African countries who took part in an African conference in Kenya, and in Paris, London, Geneva, New York, Washington, and Ottawa. He has also been able to discuss the study with colleagues who have similar responsibilities in Australia, New Zealand, the United Kingdom, and the United States. Previously he had worked in the British Caribbean, has visited literacy projects in Central and South America and has had some firsthand experience of work with the Indians and Eskimos in Alaska, as well as Canada. As Chairman of UNESCO's Committee for the Advancement of Adult Education he has attended two meetings of UNESCO's Expert Committee on Literacy.

He is particularly grateful to his colleagues on the International Committee, members of the staff of UNESCO in Paris, Anibal Buitron now representing UNESCO in Nairobi, the national secretaries for adult education in Australia, New Zealand, the United Kingdom, the United States, and Canada, and the Secretary of the Canadian National Committee for UNESCO, David Bartlett.

The study was made easier because the author had access to the increasingly valuable files in the Overseas Institute of Canada and was given full assistance by William Teager and his staff.

It is not customary in a report such as this to offer any dedication. Had that not been the case, it would have been most appropriate to dedicate this report to the members of the UNESCO Secretariat and educational leaders in many countries who have dreamed about ending one of the cruelest scourges of mankind, have had the audacity to plan an educational campaign destined eventually to reach seven hundred million souls, and have begun to plan how to make a practical reality of dreams and rhetoric.

While a great many individuals have contributed to this study, full responsibility for the recommendations must be charged to the author, not to his associates nor to the organizations that sponsored the study.

J. R. Kidd

Toronto
November, 1967

INTRODUCTION

Dreams and Plans

One of the phenomena of our times is the emergence of a will and the development of a plan to end the near paralysis caused by mass illiteracy wherever it is found. The scale of this endeavour - to reach several hundred million men and women - is almost beyond comprehension. Was there ever a cause or a campaign quite like this in man's long history? Should rational, sensible men waste time or money on such a vision? Yet sober, practical plans have been designed.

Over most of the world, investments are being made in dams and irrigation, improved agriculture and industrial production, and health and nutrition. And part of the grand design will be investment in people, investment in farmers and workers, investment in parents. Without this investment, the plows and penicillin, power and machine tools, and new democratic constitutions as well, may not achieve very much.

"Functional literacy" for most or all the adults is seen as an essential component of any plan for economic or social or political progress. All of the nations of the world have been invited, and Canada is committed to assist in what will be an "International Literacy Campaign" under the general sponsorship of UNESCO but supported by all United Nations agencies.

Canada has always made its full contribution to UNESCO and has thus given some assistance to UNESCO-sponsored literacy projects, in Mexico, for example. However, the Canadian Government has rarely made specific contributions to literacy projects abroad.

Speaking at the World Congress on the Eradication of Illiteracy at Teheran in 1965, Paul Malone, the Chairman of the Canadian Delegation, said: "Although Canada has not directly participated in literacy programs *per se*, her aid programs have traditionally emphasized educational activities which have a direct and indirect bearing upon literacy. By far the largest proportion of Canadian advisors sent abroad have been teachers, teacher-trainers and professors. Moreover, it is estimated that approximately one-third of the 2,000 development-assistance scholarships made available by Canada in the current year are directly associated with educational activities in the developing countries." Mr. Malone then went on to refer to three group programs that also have some bearing on literacy - training in labour leadership, cooperatives, and community development.

The basic educational work of the churches can also be mentioned in this connection. These activities have continued for at least a century and are certainly significant. Substantial work has been done in China, India, Africa, and Latin America by missionary groups of all kinds. But it is the church leaders themselves who are the first to point out that, faced with the enormity of the task, these activities fall woefully short of what is needed and what is possible.

In the past, Canada has been handicapped from making an appropriate contribution by the existence of two myths: first, that literacy is not a problem within Canada, and, secondly, that Canada lacks people with experience and competence in literacy or the resources that are most needed.

Unfortunately, as we shall see, Canada has a very considerable number of men and women who lack sufficient education and training to enable them to take an effective part in economic, social, or political life. This serious situation is now being faced and energetic measures are being taken to improve it. Nevertheless the number of Canadians with experience relevant to the "world literacy campaign" are much greater than most Canadians appreciate. Moreover, some of the greatest needs are for newsprint, paper, text books, and various kinds of printing and audio-visual equipment, for which Canada has a unique experience and resources.

There is no lack of good-will within Canada or willingness to assist if it can be shown that aid can be effective. But what is required is a realistic plan, based on an understanding of the need and of Canadian capacity to participate.

What is Comprehended in the "Literacy Campaign"

We shall be obliged later to spend some time on definition of what is meant by "literacy" and by "functional literacy." However, at this stage, we will simply establish some of the limits of the study.

While it is essential in any country to plan for the education of people of all ages, what we are considering here primarily is the basic education of older youths and of men and women. And while many subjects and skills are important, we are primarily concerned with the skills of ***reading, writing,*** and ***simple numbering***. Accordingly, while we will give some attention to the use of such media as radio in motivating or assisting in a literacy campaign, our chief attention will be focussed on how people acquire and utilize these basic skills.

While in Canada there is a great interest in bilingualism, and in becoming literate in a second language, we will focus our attention on the basic skills.

Inventory of Needs

As we shall see, it has not been easy to obtain a clear and precise understanding of the needs. Requests may come to Canada in a variety of ways. Some may be official, forwarded to the Canadian Government or to the Canadian National Commission for UNESCO; others may be unofficial, delivered through students or educationists from abroad who are visiting Canada or transmitted by Canadians who are serving abroad. For some requests the goals, methods, and costs have been studied, and are clearly identified, but many requests come expressed in the vaguest possible terms and lacking most of the essential details.

If the sources of need are many and varied, so are the Canadian agencies and organizations that may be expected or may be persuaded to respond. These include government departments, school boards and universities, corporations and trade unions, and hundreds of voluntary organizations of every kind. Under circumstances of extreme complexity, if Canadian effort is to have much meaning, some review of the requirements abroad and of capacity in Canada is an essential first step.

Central Questions this Study Will Consider

1) What is meant by *functional literacy* and how does this relate to international development?

2) In what parts of the world might Canadian effort be most effective?

3) What specific tasks could Canada undertake?

4) What experience is there in Canada that is directly concerned with functional literacy?

5) What resources are there in Canada for assisting in the world campaign?

6) How can these resources be organized most effectively?

The primary concern of this paper will be with needs and assistance to developing countries abroad. However, since it is essential to review, at least in a cursory manner, the provision for the "under-educated" in Canada, some questions for further study and action at home are also identified.

As noted above, we must consider how requests for assistance can be met. However, Canadian effort may need to go beyond "response to requests." It will be necessary for Canada to make proposals about the best uses of our resources. These are decisions which must be made in Canada.

In speaking about Canada in this way we mean to include both private efforts and those that are tax-supported. And, as we shall indicate, Canadian involvement in overseas assistance may be through ***multilateral*** programs, through ***bilateral*** programs, and through many forms of private effort.

An Opportunity and an Obligation

Canada is committed to offer support. Canadian representatives have taken part in planning and have voted for literacy programs on several occasions, including the General Conferences of UNESCO in 1962, 1964, 1966, and the General Assembly of the United Nations in 1963. At the World Congress on the Eradication of Illiteracy in 1965, the Chairman of the Canadian delegation said:

> The continuing emphasis on education in Canada's foreign aid program is responsible for the keen interest the Canadian Government is taking in the deliberations of this Conference . . . . My delegation and I were impressed by the explanation the distinguished Director-General of UNESCO gave this afternoon of the implications of the experimental program. Like him, we are hopeful the program will help place literacy in a functional orbit and will inspire concerted action by humanity to give literacy programs their due place in national programs of economic and social development.

UNESCO officials and representatives of foreign governments do feel, and are entitled to feel, that Canada will engage effectively in the world "literacy campaign" and associated measures, according to her resources. If Canada does accept this opportunity, the size and effectiveness of its contribution may be a surprise to many Canadians. Through our conversations with hundreds of Canadians in carrying out this inquiry, we know that widespread support can be counted on.

CHAPTER 1

EVOLUTION AND SCOPE OF THE INTERNATIONAL LITERACY CAMPAIGN

Why an International Campaign

Some may question the need to organize literacy internationally, on a world scale. We shall not attempt to answer this query at length but simply point out a few of the most salient factors:

1. To the extent that illiteracy is linked with malnutrition, low productivity, disease, political apathy or unrest, and there *is* a direct relationship, all countries and people are threatened if some people are illiterate.
2. The countries that have the highest illiteracy rates are usually those that have the smallest resources - resources of money, educational facilities, or the relatively scarce persons who are most knowledgeable about how to deal with illiteracy.
3. Because of the size and complexity of the problem, plus the fact of rapidly-rising birth rates, it is not possible and may never be possible to cope with the need unless substantial international resources are shared.
4. As we shall see, it is part of the international campaign plan to demand leadership and perhaps sacrifice on the part of the governments requesting aid if international assistance is to be obtained. The main responsibility for each campaign will rest upon persons and resources in a particular country, but some assistance will also be provided out of shared resources.

Some Problems

For generations, indeed for centuries, there have been isolated programs by private, usually religious, groups to make some adults literate. During this century, whole nations, notably Japan and the Soviet Union, have striven to eliminate illiteracy within national boundaries. But the conceiving and fashioning of a grand design, the planning of an international campaign, is quite another matter. There have been many difficulties and impediments, financial, organizational, and even semantic. Some of the major problems include:

> *Accelerating population growth.* In some countries where there has been growth in adult literacy in the past decade, the gains have been at a rate slower than population expansion so that at the end of the decade there was an *increase* in both the total number and the percentage of illiterates.

Resistance of some leaders. In some countries, or some areas, powerful political or religious or labour leaders have feared the results of education and the possible loss of their power and have done everything possible to thwart basic educational programs.

Apathy of some leaders. In some countries a proportion of the leaders have been apathetic, believing that because the problem was gigantic and because the average life expectancy for people was so low (perhaps 35 years) there is little use in educating adults.

Failure of program. Some programs have failed to accomplish much because they were poorly planned, staffed, or financed. Other programs ended before much was accomplished. Those responsible were obsessed with obtaining quick results and in giving certificates when the student had made only meagre progress. Too often there has been failure to provide suitable reading material and follow-up activities. "Counting scalps" is a poor substitute for providing planned opportunities for continuing education. The man with a new elementary skill who is unable to practice it, soon loses both the skill and the eagerness to try. We will return later to the problem of what constitutes "functional" literacy.

Not enough money, not enough materials, not enough able people who have experience and capacity for this work.

It is probable, however, that the greatest lack was *will*, of belief that the objective can and must be achieved. Speaking in 1961, Malcolm Adiseshia, Assistant Director General of UNESCO, referred specifically to this lack:

> I get the impression when studying the record of 60 countries that, by and large, little is being done in our world today to deal with the problem of adult illiteracy. The countries of Europe and North America have liquidated illiteracy, and for them the task is to maintain and expand functional literacy . . . . But the agonizing problem I refer to is not of Europe or North America. It is the problem of Asia, Africa, and Latin America. And in these three great areas of the world, where the 700 million illiterates live today, I repeat my feeling that little is being done or planned, commensurate with the magnitude of the human and social consequences of this vast problem.
>
> Contrast the fate of the adult population in the three regions I have referred to with the destiny of the school-age population. You will find a great plan and program being undertaken in Africa, Asia, and Latin America to liquidate, by 1980, what one might call child illiteracy . . . . This is a courageous and imaginative decision because, for some countries and areas, it means doubling the investment in education over the next twenty years.

> I see no comparable movement with regard to the 700 million adult illiterates. And from this I can only conclude that *there is not the national will, there is not the national motivation to liquidate adult illiteracy,* as there is to provide schooling for all children . . . . I believe that the task before us, in designing a world campaign for literacy, is to recognize the root of our problem in the absence of a firm and clearly established and accepted will in governments, peoples, and societies, to liquidate illiteracy and achieve continuing education.

In the light of this judgment given just six years ago, the achievement of consensus about strategy and methods, and the marshalling of energies that arise from a firm will do constitute substantial progress.

We will now review briefly the changes that have occurred and the stages that have been passed as the world plan has evolved.

Changes During the Present Century

Prior to the industrial revolution, the number of people in any country who were effectively literate was extremely small. However, by the end of the 19th century, large numbers of people in some countries in Western Europe, North America, Australia and New Zealand had received a basic education.

During the early decades of this century several countries have taken extraordinary measures to provide basic education to a considerable part of their total population. Meanwhile, missionaries in many parts of the world were teaching adults and children alike. Gradually, particularly after World War 11, terms such as *fundamental education* and *community development* began to be used along with *literacy,* connoting the acquisition of knowledge, skills, attitudes and habits that went somewhat beyond those associated with elementary performance in reading and writing.

Most of these were national or were private efforts. However, with increasing frequency, attention was drawn at international meetings to the fact that massive illiteracy resulted in costs and dangers to the whole of mankind, not just to isolated countries or groups. The notion that illiteracy should be eliminated by cooperative measures, just as should disease and hunger which were also "international in their effect" was expressed more and more frequently and forcibly.

During the sixties the words of orators began to be replaced by plans. The first efforts were tentative enough but year by year the proposals became more precise, and practical. Increasingly, the plans were founded on "hard data" rather than speculation, the proposed methods and techniques were based on experience not wishfulness, the recommendations dealt with practical matters of teachers and dollars and were not just an exercise in rhetoric and imagery.

At Montreal, in 1960, the World Conference on Adult Education proposed that an international strategy be adopted "for the specific purpose of eliminating illiteracy in the developing and newly independent countries." A year later, the General Conference of UNESCO called for a review of: "The eradication of mass illiteracy throughout the world with the object of working out concrete and effective measures at international and national levels for such eradication."

UNESCO also established an International Committee for the Advancement of Adult Education which gave particular attention to literacy in its meetings during 1961 and 1963. Later a Committee of Experts on Literacy was appointed for more detailed study. Recommendations of the latter Committee, plus those derived from experience in the field by UNESCO and other intergovernmental agencies, were developed into a series of proposals that were discussed thoroughly at the General Assembly of the United Nations in 1963.

The Director-General of UNESCO, Mr. R. Maheu, presented a "World Campaign for Universal Literacy" report to the Assembly. The report evoked a very gratifying response and gave rise to a full debate in which more than 80 countries took part. On the basis of these deliberations, the General Assembly unanimously adopted a resolution inviting "member states, in whose territories illiteracy is still widespread, to accord appropriate priority to the eradication of illiteracy within their overall development plans;" and inviting those states "in whose territories mass illiteracy is no longer a major problem, to contribute technical and/or financial assistance . . . for the benefit of all in those countries where it is widespread." The General Assembly also invited "the Secretary-General of the United Nations, in collaboration with the Director-General of UNESCO, the Managing Director of the Special Fund, the Executive Chairman of the Technical Assistance Board and the President of the International Bank for Reconstruction and Development and its affiliates, to explore ways and means of supporting national efforts for the eradication of illiteracy through a world campaign and any other measures, if appropriate, of international co-operation and assistance, both non-financial and financial."

But while the problem is a general or world-wide one, there are vast differences from area to area. Regional study and planning was also needed and follow-up in the main regions was prompt and effective.

Regional Economic Commissions

First were the economic commissions of the United Nations. The United Nations Economic Commission for Africa, at its sixth session at Addis Ababa in 1964, expressed the opinion "that mass illiteracy is a grave handicap to social and economic development." It recommended that the governments of its Member States and Associate Members should "include in their national plans of education, and within the framework of their overall development plans, provision for adult literacy and adult education programs which will supplement measures for raising school enrolment and will achieve rapidly mass literacy." To this end, it suggested they should establish programs "in accordance with the most urgent needs of social and economic development, and as a basis for further technical and vocational education or training."

The United Nations Economic Commission for Asia and the Far East, meeting at Teheran in 1964, also adopted a resolution declaring that it was "convinced that education is a key factor of economic growth and social progress and, in particular, that a mass extension of literacy is a prerequisite for the successful implementation of national plans for economic development."

UNESCO Regional Conferences

Similar work was done in several UNESCO conferences. A Conference of Arab National Commissions for UNESCO, which was held at Algiers in 1964, expressed the opinion that "illiteracy and its prevalence throughout the world constitute an obstacle to social and economic progress in Arab countries and in the world at large." It invited the governments of Arab countries to intensify their efforts to promote literacy, in particular "by undertaking studies, preparing national programs, informing public opinion and arousing the interest of the masses," as well as "by establishing a special fund to which all the Arab countries would contribute."

In 1964 an extremely important conference for the major African nations was convened by UNESCO at Abidjan. It was attended by more than 50 senior officials from 35 African countries, by representatives of 10 international non-governmental organizations, and by observers from 13 non-African States. In its conclusions and recommendations, the conference urged "a high priority be accorded to literacy and adult education programs, in view of the important part which they play in promoting the economic and social development of each country." Two of the points stressed by the conference were:

i) that literacy and adult education programs should not be planned in isolation but as an integral part of a country's development plan for the whole country;

ii) that immediate preparation of detailed adult literacy projects in which costs are carefully estimated and the benefits of the particular projects described and related to overall development plans and to other projects with which literacy interacts.

Following this conference, the ministers of all participating African States met, endorsed the resolutions, and in particular agreed that all participating States should:

i) In drawing up their economic and social development plans, determine the percentage of the national income to be allowed to education in general, including adult literacy work;

ii) make such sacrifices as are necessary to increase to the greatest possible extent their budgetary allocations for the struggle against illiteracy;

iii) devise methods by which public and private enterprises may make a greater contribution to literacy efforts among workers employed in these various sectors of activity;

iv) envisage State aid, where necessary, for the implementation of literacy projects in factories and cooperatives, taking advantage of the stronger motivation for literacy and vocational training that exists among workers.

Similar work has been done by meetings of official representatives of Asian, Arab, and Latin American countries.

Action by UNESCO

From these meetings a strategy was emerging; a strategy not only for each country, but for the "grand design" on a world scale. The strategy included a "selective approach," the notion of stages of development and the organization of a pool of international aid. These ideas emerge clearly from the recommendations of the Expert Committee and of the General Conference of UNESCO in 1964, where delegates from all countries supported UNESCO to declare "its readiness to promote and support such a campaign."

It did not seem desirable or feasible to mount a campaign in all countries at once. Selection would be made first of countries where the greatest success could be anticipated. Criteria to guide in the selection of countries for the first efforts were sketched out:

the importance of national literacy programs already undertaken and the efforts made to accord suitable priority to literacy in the general education plan;

the economic situation and the level of development of the country in question;

the determination of the country to contribute from its own resources by at least two-thirds of the total cost the financing of the literacy program;

the existence of plans and projects for relating literacy teaching to vocational and technical training and to plans for economic development;

the percentage of illiteracy;

the existence of motivation in the organized sections chosen as basis for the proposed activities;

the existence of a suitable infrastructure (technical and administrative services);

the likelihood of extensive voluntary effort and popular participation.

In 1965 a World Congress of Ministers of Education on the Eradication of Illiteracy, convened by UNESCO, was held in Teheran. This conference had the benefits of the work done at all previous meetings and seminars and it was possible to bring together most of the experience and understandings that had been developed over the previous five years. Moreover, as we have noted, representatives came from countries like Canada that are expected to contribute to the campaign. Accordingly, the main resolutions of the Teheran Conference provide a clear statement about both concept and strategy for the "world campaign."

> The development of the modern world, the accession to independence of a large number of countries, the need for the real emancipation of peoples and for the increasingly active and productive participation, in the economic, social, and political life of human society, of the hundreds of millions of illiterate adults still existing in the world, make it essential to change national education policies. Education systems must provide for the educational training needs of both the young generations who have not yet begun working life, and the generations that have already become adult without having had the benefit of the essential minimum of elementary education.
>
> There is no contradiction between the development of the school system, on the one hand, and of literacy work, on the other. Schooling and literacy work supplement and support each other. National educational plans should include schooling for children and literacy training for adults as parallel elements.
>
> Adult literacy, an essential element in overall development, must be closely linked to economic and social priorities and to present and future manpower needs. All efforts should therefore tend towards functional literacy. Rather than an end to itself, literacy should be regarded as a way of preparing man for a social, civic, and economic role that goes far beyond the limits of rudimentary literacy training consisting merely in the teaching of reading and writing.
>
> Literacy teaching should be resolutely oriented towards development, and should be an integral part not only of any national education plans but also of plans and projects for development in all sectors of the national life. In view of mankind's needs today, education can no longer be confined to the school; the necessary promotion of adult literacy makes it essential to integrate all the school and out-of-school resources of each country.
>
> Functional literacy for adults must, moreover, involve the whole of society and not governments only. It demands the co-operation of all the forces in the nation and, in particular, local authorities and communities, educational, scientific and cultural bodies, public and private enterprises, non-governmental organizations, political groups, religious movements, women's organizations, and so on.

The General Conference of UNESCO in 1966 unanimously passed a resolution that, while it repeats views expressed earlier, is worth examination in full, and it is included as Appendix 1. The spirit of the resolution is embodied in one sentence:

> The General Conference invites, consequently, in the name of human solidarity, Member States, non-governmental organizations, foundations, and private enterprises, to do everything possible to give financial, technical, moral, and any other appropriate forms of support for international action against literacy under the auspices of UNESCO, in order, as soon as possible, to eliminate illiteracy throughout the world.

Outlines of the Plan of Campaign

From all of these international meetings the outlines of a plan for a world campaign are beginning to emerge:

1. Ultimately the plan will cover fully every country in the world where illiteracy is a serious problem, which includes most of the countries of Asia, Africa, Latin America, and the Arab states.

2. A beginning will be made in a few selected countries where conditions are most favorable. From the central sources assistance will be given to these selected countries not only in planning the total campaign but in manning and managing some intensive experimental projects. (The selected countries and the proposed additions will be discussed later.) Careful evaluation will also be carried out.

3. Funds derived from international sources will be made available in the *total* plan under the direction of UNESCO, but the largest proportion of funds spent in any country will be made available by that country.

4. The term "functional literacy" has been adopted and some attempt has been made to achieve an acceptable meaning for the term.

5. A *selective strategy* will be employed linking the literacy work to economic and social development and choosing for the initial stages those communities or groups or areas where the majority of men and women are highly motivated.

6. The literacy program will be seen as part of a general program of adult education and adult education is conceived as an integral part of the educational system of a country. These "essential relationships" are to be expressed in "the planning, budgets, and administrative structure" of education in each country.

7. In addition to specific aid to the selected countries, technical assistance will be offered to *all* Member States, on request, for the planning and execution of national literacy programs and projects.

8. Organizations and governments in the "developed" countries will be asked to contribute to these programs and perhaps, as well, to undertake one or more special bilateral arrangements in additional countries that cannot be aided with funds at the disposal of UNESCO. (Canada is one country from which it is hoped substantial assistance might be offered.)

Functional Literacy - Definition and Meaning

We have noted earlier that our emphasis is upon adult literacy and upon the achievement of basic skills of reading, writing, and numbering. We must now try to achieve more precision in the use of the terms "literacy" and "functional literacy."

The term literacy is capable of many meanings. Because of semantic difficulties it almost passed out of use for a time. Originally it meant some not well defined standard of ability to read and write. Contemporary dictionaries define it as *1a* "educated, cultured" *1b* "able to read and write" "versed in literature or creative writing." Such definitions do not help us much when applied to learning elementary skills. When, as sometimes did occur, the standard was meaninglessly low, the content was far too restricted or the educational methods unsuitable, the term itself became a subject of dispute. For example, at one meeting of the Committee for the Advancement of Adult Education at UNESCO one member of the Committee admonished others for wasting time in making speeches about mere literacy which, he said, connoted an activity of little practical use.

However, for others, literacy meant more than meagre attainments. Dr. Seth Spaulding of the United States, speaking at a conference on literacy in Africa, said:

> Literacy schemes to miraculously teach the entire population to read and write overnight are often less than useful in that they assume an unbalanced development in the lives of the people. A concern for literacy should be a part of the agricultural education work, health education programs of the country, and the cooperative education service. If a literacy campaign is initiated, it should be a co-operative one, with school teachers, extension workers, community development people and related professionals participating.

At UNESCO for a number of years the term literacy was almost superseded by another term, *fundamental education,* that carried a meaning somewhat as Dr. Spaulding implies above. However, when the employment of this term seemed in practice to impose serious restrictions, it was dropped. Meanwhile, the term "community development" has come into common use, connoting economic and social changes in addition to enlarged educational attainments. These semantic debates were waged most frequently in the English language and do not seem ever to have been so serious in French, Spanish, Russian, and other languages.

The term "literacy" and its various language equivalents seems to have some magic about it and it is now employed generally throughout the world. More and more, however, the adjective "functional" is added. In the world campaign it is the concept "functional literacy" that is intended.

As defined by William S. Gray in *The Teaching of Reading and Writing*, a person is functionally literate when he has acquired the knowledge and skills in reading, writing, and notation, which enable him to engage effectively in all those activities in which literacy is normally assumed in his culture or group.[1]

Gray has also described the advantages that a literate person has over one who is not.

> . . . in meeting many of the practical needs of daily life, such as being warned of danger, finding one's way about, keeping posted on current happenings, keeping in touch with one's family; in improving standards of living by obtaining valuable printed information relating to health and sanitation, the production, selection and preparation of food, child care and home management; in increasing economic status through learning of available jobs filling in forms and making application in writing, being able to follow written or printed directions while at work, engaging in vocations which require knowledge of reading and writing, learning how to spend and take care of wages;
>
> in gaining social prestige and taking part in many individual and group activities that involve reading and writing:
>
> in learning about community activities and trends and the forces that make for or retard progress, and studying social problems; in meeting civic obligations through knowing about the observing regulations, participation in group discussions and in efforts to secure civic improvement, and voting without personal help in the light of all the information available;
>
> in understanding world affairs through learning about things and events near and far, other people and their ways, and the natural and social forces that influence life:
>
> in having access to and enjoying his literary heritage;
>
> in satisfying religious aspirations through reading sacred literature, participating in various religious activities.[2]

These attributes of *functional literacy* are all important but the need may not be understood. Once, on a television program in Australia, the author was assailed by a university professor. The argument he advanced was that people in the developing countries were in a position to avoid or skip the age of print and move right into some better age of verbal communication through the mass media. He ridiculed efforts in India to give basic skills to men and women. In my reply I was able to point out that the Indian villagers in Rajasthan now had the choice between sending or not sending their children to school, were in a position to assist or not to assist the studies of the children who were going to school, and had the franchise to elect federal, state, and local governments. Many of them took some part in local government which is fully responsible for the schools, for deciding on land grants and agricultural credits. These men and women now buy food and drugs that are packaged and labelled, frequently go to cities where all travel directions are in print, undertake new vocational tasks in the army or railroad, or on dam or irrigation construction or in a factory where instructions and safety regulations are all given in print. Last year they lived in an area that had been under attack and where all military and defence messages were communicated in print. Despite the splendour of the folk arts and the rural culture of India, most men and women there and in most parts of the world, cannot any longer participate effectively in modern life without some capacity to understand and communicate with written words and simple numbers.

---

[1] William S. Gray, *The Teaching of Reading and Writing* (Paris: UNESCO, 1956), p. 24.

[2] Ibid., p. 19.

Stages in a Literacy Campaign

The practical outcome of the acceptance of the notion of "functional literacy" is that a three stage process is implied:

i) an educational program (often about four months in duration) which will help a person achieve a *minimum literacy standard.*

ii) a further program (which may also be of about four months in duration) in which the adult student attains *functional literacy.*

iii) a process of continuing education in which the "functionally literate" adult may continue to practice the skills and extend the knowledge that he has obtained.

The time necessary to achieve minimum and functional literacy will vary somewhat according to the methods used, intensity of the training, intrinsic difficulty of the language, and other factors. While a time of four months for each of the first two stages has been accepted in many plans, this arbitrary limit should not be taken too literally in all cases. The main point is that all three stages are essential, not just the first or second.

Increasingly, those responsible for literacy activities have understood that unless it was possible for all three of these stages to be completed, even stage one should be postponed. At the Teheran Conference it was recommended that elementary literacy programs should not be launched until provision was made:

a) for adequate and appropriate follow-up of graded reading material;

b) for active continuing programs through the mass media of communication;

c) for planned programs of continuing education for the new literates who can benefit by post literacy education, both vocational and general.

We will return to the discussion of the meaning of the term "functional literacy" when we deal with Canada. At this stage we need note only that at least three stages of education are involved, that in addition to text books and blackboards, the mass media and libraries are an essential part of the planning, and that the content that is taught should not only be based on adult experience in the specific culture but should also be related directly to economic and social development. Texts and classes should be about local adult practices in farming and food and marketing and elections, and home life; they should not be based on middle-class experiences and foreign textbooks or readers.

CHAPTER 11

SOME ANALYSIS OF THE NEED

From one point of view, not much analysis of literacy needs is required. The needs are endless in more than sixty countries, covering four great regions of the world and it is not difficult to determine places and opportunities for service.

In a later chapter we will see that Canadian resources for assistance are also much greater than almost anyone has understood. Yet, in the face of need, even a maximum use of these resources will not extend very far. So care must be taken to identify the situations in which the particular resources of Canada can be used with maximum results.

We will first review some estimates of the extent of illiteracy, identify the countries that have qualified for assistance under criteria developed by UNESCO, and note some of the considerations that may govern choice by Canada of the areas in which work might be carried out. Later we will consider the main tasks in the world campaign as recommended by the World Conference in Teheran, and draw out specific information about requirements for personnel and material aid as this may affect Canada.

1. *Illiteracy Estimates: Regional*

The number of illiterates according to continental regions for 1950 and 1962 is given in the table below. Males are given first, females second.

ILLITERATES AGED 15 AND OVER (IN MILLIONS)

	1950 (circ.)	*1962 (circ.)*	*Average annual percentage increase*
Africa	94 - 99	115 - 122	1.2 - 2.25
America	45 - 47	49 - 51	0.35 - 1.05
Asia and Oceania	350 - 340	347 - 357	0.15 - 0.65
Europe and USSR	28 - 36	20 - 28	5.0 - 0.0
Arab countries of Asia and Africa	37 - 39	42 - 44	0.6 - 1.4
Totals	517 - 522	531 - 558	0.1 - 1.0

However, as Malcolm Adiseshia said recently, "These figures must now be revised upwards. The population explosion is adding to these ranks even though the percentage of the population they represent may be falling. If we use the term *functional illiterate*, the number must exceed one billion today."

Of course it is never enough to know the gross figures about a continent or even a country. One must consider the specific populations to be served, as well as the specific objectives and methods.

Practical plans for literacy campaigns display almost infinite variations since they must be accommodated to local conditions in scores of countries, where hundreds of languages and dialects are spoken by people living in several million different communities. In addition to general estimates, we refer in the Appendix to specific countries and programs in a few areas to illustrate both what is being done.

The main factor to note is that despite efforts to eliminate illiteracy in many of the countries, the problem has become more severe because of the large number of children that have moved into the adult population but who have had little or no education. This emphasizes the need for a dramatic and concerted act first to reverse this trend and then to eliminate the problem.

2. *Countries Satisfying Criteria for Selection*

We have referred earlier to the criteria established by UNESCO for selecting the countries that will be first given assistance. Criteria have to do with the extent of illiteracy, practicability and relevance of the national plan for attacking the problem, and the willingness of the recipient country to provide resources itself. (For example, in the plan for Tanzania, the home country will provide at least four dollars for every dollar of international assistance.)

After these criteria were applied, the countries of Algeria, Iran, Mali, Tanzania, and Ecuador were chosen. Teams of literacy experts have conducted feasibility studies and the first experimental projects have been initiated. Other countries that have also satisfied the requirements and have been selected for an early start are Venezuela, Guyana, and Sudan. In the case of most or all of the countries it can be anticipated that requests for some assistance from Canada may soon come.

Assistance in the French language will be requested from Mali and Algeria. Canada has had some experience in both of these countries and has been extensively associated with education in both Tanzania and Guyana as well, best illustrated by the fact that a Canadian was selected to become Vice-Chancellor of the university in each country. Two of the other countries selected, Ecuador and Venezuela, are in the western hemisphere and geographically not far from Canada.

But this is only a beginning, not an end, of the requests that are probable and many factors must be considered before choices of countries to be assisted are made.

3. *Illiteracy Estimates - Some representative Countries*

The following information has been compiled by UNESCO. Unless otherwise indicated, the figures were based on reports made in 1962.

AFRICA - FRENCH-SPEAKING

Rwanda	*Age:*	*15 +*	*20-24*	*45-54*	*65 +*
Number of illiterates in thousands	M	583	79	85	40
	F	720	106	94	50
Percentage of illiterates in population	M	76	66	96	99
	F	91	89	99	100

AFRICA - ENGLISH-SPEAKING

Tanzania

Number of illiterates in thousands	M	2471	342	348	116
	F	2777	399	369	142
Percentage of illiterates in population	M	86	78	98	99
	F	95	91	99	100

SOUTH AMERICA

Bolivia (Year 1960)

Number of illiterates in thousands	M	531	103	72	46
	F	747	101	111	61
Percentage of illiterates in population	M	52	67	58	69
	F	70	76	78	85

BRITISH CARIBBEAN

Jamaica (Year 1960)

Number of illiterates in thousands	M	94	9	20	9
	F	77	6	16	12
Percentage of illiterates in population	M	21	17	28	31
	F	15	9	22	29

ARAB COUNTRIES

Sudan (Year 1951)	*Age:*	*15 +*	*20-24*	*45-54*	*65 +*
Number of illiterates	M	2469	382	304	117
in thousands	F	3018	498	337	130
Percentage of illiterates	M	77	70	86	98
in population	F	97	94	99	100

ASIA

India (Year 1961)

Number of illiterates	M	78233	9140	15795	8751
in thousands	F	108773	15630	19381	11823
Percentage of illiterates	M	59	50	65	71
in population	F	87	82	93	96

These countries were selected because they are somewhat representative, not because the situation found in them is the most desperate. Indeed, in all the countries identified some promising work for literacy is now found.

Even a brief look at these tables shows the extent of the total problem. Almost invariably, as well, the figures for women and older girls are significantly higher. One would assume that the highest percentages would be found among older people but it is alarming how high the percentage rate is among young people.

However, to understand the full meaning of the figures, additional information is needed. Some of this information is to be found in Appendix II.

4. *Factors that may Influence the Choice of Areas to be Considered for Canadian Aid*

While the main thrust against illiteracy will be carried on under UNESCO auspices, other intergovernmental organizations such as FAO, WHO, and ILO will be administering projects in which literacy is involved and may request personnel from Canada. This may be true as well of some international non-governmental organizations such as the International Confederation of Free Trade Unions, the International Co-operative Alliance, the World Confederation of the Organizations of the Teaching Profession, the World YMCA and YWCA.

It is also probable that requests will come directly from some countries, Jamaica, for example. Moreover, Canadian or other corporations that operate in foreign countries may ask for personnel for literacy programs associated with the development of a power project or a factory. Universities or churches engaged in overseas aid may also request Canadian help.

Requests, therefore, may be of the following kinds:

Official - sent from UNESCO, or some other intergovernmental agency, or by some country, to the Canadian Government.

Unofficial - transmitted by some person or agency or institution.

Requests will come from countries in greatest need in Asia, Africa, Latin America, the Caribbean, and the Arab nations. However, it should not be forgotten that in some European countries, Italy and Greece for example, illiteracy is still a serious problem.

Some requests will be for personnel who, under international auspices, such as UNESCO, may serve anywhere in the world. But, if Canadian aid is to be concentrated for greatest impact, which countries should be chosen? This is not an easy question to answer, but there are some provisional guidelines.

i) Canada has certain obligations and opportunities under the Colombo Plan and her agreements with African and Caribbean countries.

ii) It is probable that Canada can contribute most in areas where English or French are the main languages of use or instruction.

iii) Canada has special opportunities and perhaps special obligations to her partners in the Commonwealth which may be extended to present and former British colonial territories.

iv) Canada has some ties with countries in the same hemisphere, particularly the Caribbean and Latin America.

v) In some projects Canada might be able to combine her assistance with that of Australia and New Zealand, or the United Kingdom, or France or Switzerland or the United States and, perhaps, in this way, achieve an enlarged result.

vi) Equally important as political or geographic or historic associations is the principle that "one builds on strength." Where Canada has already a base of operations, it is relatively easy to add a further dimension. For example, the University of British Columbia-University of Rajasthan contract under the Colombo Plan has resulted in the establishment of a Department of Adult Education at the University of Rajasthan. The

Department has organized a training program for community leaders and one demonstration project in literacy. These associations and these facilities can also be used as a base for state-wide work in literacy in Rajasthan which, if pursued in depth, may by its example influence work in other parts of India as well.

There is also, of course, the question of willingness of the other countries to have Canadian aid but this attitude can be expected in most of the countries named.

We will return later to this subject of "strategy of selection" with some specific recommendations.

5. *Needs as Reflected in the Recommendations of the Teheran World Conference*

The delegates to the World Conference of the Ministers of Education on the Eradication of Illiteracy were in a position to review many field studies from all parts of the world. A number of their recommendations reveal clearly what seem to be the most urgent needs:

a) Specialized Personnel
That ministries and organizations responsible for adult literacy seek to have at their disposal specialized and fully trained staff for literacy programs at all levels (national, regional, district, etc.).

that, to prepare the literacy program and guide it during its execution, high-level research and training teams be set up, probably on the national level, at universities or other institutions of higher education. Grouped around an *educationalist* as the co-ordinator, the teams should comprise a *sociologist* to assess the social conditions which hinder or promote development and literacy, a *psychologist* to investigate the learning process of individuals, a *linguist* to examine problems related to the use of the mother tongue and other languages, and an *audio-visual specialist* to guide in the adaptation of modern techniques to the educational process. These planning teams should adopt an experimental approach so that they can advise concerning the constant adjustments needed to improve literacy teaching;

that, in addition, specialized personnel be trained:

i) in research methods for selecting the teaching material to be used for both functional literacy work and the continuing education phase;

ii) to adapt the teaching materials to the basic vocabulary of the adults;

iii) in the most efficient use of the teaching materials;

b) Communications Media

It is recommended that:

the planning of literacy programs, as an integral part of total development planning, include a concern for the level of development of the communications infrastructure of the country and the regions thereof;

If such communications infrastructure is lacking, the development plans include budgetary provision for the creation of such infrastructure, including radio and television services, book, magazine and newspaper publishing and distribution systems, libraries, reading rooms, etc.

c) Literature bureaus and Libraries

Great attention should be given to the development and full equipment, both technical and financial, of literature bureaus and national literature committees. Cooperating with publishers' and booksellers' organizations, the bureaus should pay special attention to the sale and distribution of books and reading material in rural areas. They should encourage local authors and artists, promoting the publication of books written by such authors as well as of translated works. Another task may be the guiding and training of text-writers to assist the extension services in the implementation of their work. A major responsibility of such bureaus will be to ensure a steady flow of books, weeklies and monthlies written in the languages of instruction used in the higher grades of elementary schools, in order to help the young, as well as older literates, to develop regular reading habits.

A school library should be established in every school in order to develop reading habits among children.

The possibility should be explored of developing modern printing units of simple construction and low price (if possible mobile) for use in more remote areas, it being expected that such printing units could produce local weeklies and reading materials in the smaller language areas where a large-scale production of books in that language is economically impossible.

d) Special Needs of Women

In the preparation of textbooks and reading materials for newly-literate women account should be taken of such women's needs as a knowledge of hygiene, nutrition, child care. Methods of teaching women should be adapted to their specific motivations.

The Ministers of Education also made a number of recommendations about research:

e) Before embarking upon a teaching program, a thorough analysis should be made of the social milieu, economic and cultural level and personal and working experience of adult learners concerned.

At the conclusion of the course precise methods should be used to evaluate the amount learned, the extent to which reading and writing have been mastered, and the learner's general progress.

Tests should be carried out some years later to determine how much has been retained by new literates who have not continued their studies, since information as to success or failure will be of great use in preventing a relapse into illiteracy;

A series of studies based on homogeneous groups should be made in order to compare the cost and effectiveness of the different media and methods, including audio-visual aids, used in literacy work;

The successful experiences of countries which have undertaken the eradication of illiteracy should be made available to others.

Data based on internationally agreed standards and definitions should be obtained in the following areas:

1. level of literacy attainment, by age, sex, occupational and geographic location in each country;

2. administrative data on operation of the literacy programs, including use of new strategies, such as broadcasting, programmed instruction, etc., and cost thereof;

3. effectiveness data, including the impact of literacy work on the economic and social development of geographic regions and specific sectors of the economy;

4. residual data on the amount of literacy remaining with newly-literate adults;

In addition questions relating to illiteracy should be included in the next national census so that the base-line data necessary to literacy planning can be established. Such a census should, however, be verified through spot checks in local communities and at places of work, through house visits, national identity documents, etc.

Particular reference was made to the desirability of the "developed" countries such as Canada responding to requests for assistance:

f) Member States where there is no mass illiteracy should (a) give sympathetic consideration to requests for assistance - financial material or technical (training of staff or provision of experts) under bilateral arrangements or through international organizations - submitted by Member States having an illiteracy problem and according to literacy a high priority in their development programs; (b) set aside resources for the purpose and attach no political conditions to such aid.

The governments of both developing and developed countries are invited to increase the number of their cultural, scientific, and educational agreements and to include in them specific clauses on cooperation for literacy and adult education purposes; and to use the existing agreements more extensively for the above-mentioned purposes.

Specific recommendations were also made to adult education, and to commercial organizations because of the importance of Stage 3 in the Literacy Campaign.

g) Within the experimental literacy programs and with the advice of experts, UNESCO should examine the possibility of cooperating with Member States to establish adult education research and training centers in various regions. The centers should be adequately staffed and equipped to undertake essential research into problems relating to adult literacy programs and continuing education. They should act as regional documentation and information centers and should provide high level academic, theoretical, and practical training for those who will be responsible for adult and continuing education program in the regions.

Industrial and commercial enterprises, notably those concerned with the production and distribution of printed matter, paper, writing material and other related products and the machinery needed for such production should also consider assistance to the expansion of literacy as a pre-investment which will bring its returns in due time.

The final recommendation of the Teheran Conference was directed to all governments, educational institutions, and men of good will, urging them :

h) to do everything in their power to arouse public opinion with a view to intensifying and accelerating the worldwide attack on illiteracy; and in particular to exert their influence on all responsible leaders.

It was also recommended that 8 September be proclaimed International Literacy Day and be observed by all countries of the world; that on that day all information media be used in all countries for the attack on illiteracy and that the results of all literacy programs be disseminated at national and international level; and that World Literacy Day be observed on 8 September each year from 1966 onwards.

6. *Major Concentrations by Canada*

a) In a particular region or regions. It must be apparent from the foregoing that many requests will come to Canada for personnel and equipment. These should be studied and it does seem likely that response could and should be made to many of them. Concentrated effort will also be needed in some of the countries that have or will satisfy the criteria laid down by UNESCO but where sufficient funds are not available from international sources.

Canada may be invited to undertake, perhaps over a five-year contract period, a comprehensive service for the literacy campaign of one or more entire countries or geographical areas. In such a situation, Canada would be acting on behalf of, and at the request of UNESCO and of the particular country involved.

This might be done in an English speaking country such as Guyana, or in a particular state or region or part of a country such as India, where English-speaking personnel can serve. It might be done in a French-speaking country such as Senegal. Or the choice might be in a country such as Cameroun where both English and French language resources would be required.

Canada might assume the entire financial and other responsibility, or it might be associated with one or more other countries.

Within the total plan the following kinds of services would be required:

i) advance studies by economists, educational planners, and behavioural scientists

ii) pilot projects and demonstrations

iii) design of teaching materials

iv) training of teaching and organization staff for campaigns

v) training of follow-up staff

vi) helping develop the reading, library, press, and mass media follow-up projects

vii) helping design programs of continuing education

viii) design of evaluation and improvement of methods

ix) providing some financial support

It would probably not be feasible for Canada to undertake more than one or two such major projects. But such a concentration does make it possible to use many kinds of resources with considerable impact.

b) Concentration on specialized services. Concentration can be achieved in other ways. Since many countries will require assistance of a particular kind, Canada might undertake to provide one or more specialized services, under the international plan, which could in turn be offered to several countries. Each service would be performed by a small team of specialists. Examples are:

i) a small corps of social scientists for advance studies and for evaluation of results

ii) a team for educational planning

iii) the personnel to plan for the mass media programs to back up a literacy campaign and for the equipment required

iv) personnel for the book and other publishing or for the library services

v) the staff for training adult education leaders

Such teams, operating in each country for terms of a few months to a year, might be able to assist several countries over a five-year period.

It is also possible that by agreement between the Canadian government and paper manufacturers, Canada might become a major supplier of essential materials such as newsprint and book paper, for the campaign in many countries.

7. *The Main Tasks: Preparing Teachers and Planning Teaching Aids*

The biggest task in any literacy campaign is selecting, motivating, and training teachers. However, this responsibility must be carried by the country itself. Some outside assistance at a high level may be required and it is probable that some Canadians will be invited to assist with the preparation of teachers. But most of such training should be done geographically close to where the teaching will take place, using the language and idiom of the particular local villages or towns.

In some countries or with some languages, outside expert linguistic help is also required to organize the language for teaching purposes, or to improve the methods of teaching reading. In many, perhaps most, countries, assistance is required for the improvement of many forms of teaching aids.

Enough has been said earlier to indicate that teaching aids of all kinds for a literacy campaign must be developed close to the communities in which instruction will be offered. The materials must be in the language that has been selected and often this will be the "mother tongue." The content should include history, citizenship, vocations, health, nutrition, always using accepted idioms and illustrations.

But while choice of idiom and content must be made by those who are deeply aware of the cultural components and values in any particular region, persons from outside can help in the production of teaching materials.

We can illustrate this best with an example. We have referred already to a literacy campaign in the state of Rajasthan. When the campaign is fully under way it must penetrate at least 30,000 villages as well as the main cities. This means that as many as 35,000 different individuals may become involved in teaching. Fortunately, considerable development work has been completed to help adults become literate in the Hindi language and there is now sufficient agreement about the most appropriate procedures for teaching Hindi to adults. But how do you reach and train 35,000 individual teachers? It may be possible to bring some of them together in short workshops or courses but this is a tremendous task, costly in time and money. Another measure is possible, either as a follow-up of such workshops or seminars, or where necessary, in place of them. It is quite feasible to design and use a "programed learning" text for teachers of adult illiterates. However, few teachers in India have the specialized experience to design a "programed learning" instrument. An outside expert or two, working with Indian personnel, could develop an effective "programed learning" text, bringing together what is known about the best methods of course design. Once this instrument is developed and tested, it could be reproduced and made available to all teachers of adults in Rajasthan. Later it could be employed, perhaps with slight modifications, in all other Hindi-speaking areas and could also be adapted without difficulty to other kindred languages, such as Bengali. Perhaps with considerable adaptation, it could also be employed in other Indian and South Asian languages. The cost of devising such an instrument is relatively small and its use and influence would be enormous.

However, one instrument, no matter how valuable, is not enough. Other guides for teachers, guides for organizers and administrators of literacy programs and guides for planners need to be developed. All of them must be based on the specific needs of a particular district but some of them, if prepared with sufficient thoroughness and imagination, might then be adapted for other territories. In the preparation of most of these guides, outside experts who are masters of an educational technique and who are able to collaborate with local educationists can have an important role.

The largest item of all, at least in volume, is the preparation of reading materials for those men and women who have completed a training course and achieved "functional literacy." There are various ways in which such material can be distributed and used, and one of the most successful is to combine it with a daily or weekly newspaper. An excellent example of this is already in operation in Nairobi, where there is a daily newspaper in both English and Swahili with a section specially written for new literates appearing several times a week. Inexpensive mimeographed newspapers published in Sierra Leone and Mexico are other good examples of what is possible.

A similar case might be made for film, radio, television, and other materials that are needed to motivate adult students, to supplement what is supplied in a lesson, for review, or as follow-up after a particular course is completed. Again the outside expert can provide an invaluable technical role in the process of helping his colleagues improve their understanding and skill.

If books, newspapers, radio, television, films, or other mass communications, are to be well used, the help of experts to plan training courses will also be needed. These courses should deal with the "logistics of distribution," and the utilization of these media, as well as their production. Many Canadians have had valuable experience in the development of travelling libraries, the distribution of films, pictures, books, recordings, and the use of radio, film, television, reproductions, and many other materials in the education of adults. The planning of all teaching materials should include the preparation of personnel to employ and use them effectively.

One method of education that becomes valuable with the expansion of functional literacy is correspondence education. Countries with a high rate of illiteracy have not needed or used many experts in correspondence study. But all of them will now make a start, first employing correspondence texts for the further education of teachers and government officials. Canada has been and will be asked to supply some experts in the planning and administration of correspondence study at many levels.

8. Material Aid

The writer has seen literacy classes that have been carried on under the shelter of a tree where the only equipment was a pointed stick with which the teacher, followed by each student, painfully traced out certain letters in the sand. Teaching can be accomplished under the most difficult circumstances. Some individuals are so gifted, in talent and patience, that they will learn despite all odds, but it is not possible to found a strong program of training for hundreds of millions of men and women without the provision of good equipment.

Unfortunately many literacy classes are carried on under circumstances of noise, confusion, and interruption which seriously jeopardize success. However, little money needs to be spent on school buildings. In most cases there can be better use of available buildings or shelters with improved teaching and supervision. Thousands of additional and better classrooms will be required but few programs need to be suspended until classrooms are built.

Wherever schools are being built, their use for adults should be planned and attention should be given to providing an environment that adults will find stimulating, as well as to reducing noise, glare, interruption, and fatigue. Experts on design are needed; particularly those who have made a study of how educational construction problems have been solved in such countries as Mexico. Canada has and will be asked to supply building designs, designers, and materials. Some kinds of equipment and materials are in greater demand than classrooms.

i) *Materials.* Many kinds of paper are required, for example
- sheets of newsprint to serve in lieu of blackboards
- newsprint for wall newspapers for literacy classes, for texts, inexpensive printed textbooks, and for follow-up newspapers
- paper for illustrations, charters, maps, etc.
- paper for books of all kinds

In addition to paper various kinds of printing and duplicating machines and other devices for printing texts, wall-newspapers, posters, books and other aids to learning. In a country like India, printing presses are urgently needed. Recently, new presses have been devised particularly for the developing countries.

Various kinds of equipment may also be required:

ii) *Equipment.* Mobile educational resource vans somewhat like the mobile reading laboratories used by the Department of Education in Nova Scotia and the mobile audio-visual vans developed by the National Film Board for French-speaking countries in Africa. These vans should be versatile, meaning that they should be adaptable for use for several purposes, particularly for training teachers and for literacy class demonstrations.

iii) Public address, perhaps "loud hail" equipment for communicating to large assemblies of people in the early stages of a literacy campaign, and in community celebrations of progress in a campaign.

iv) Sound motion picture projectors (8 millimetre as well as 16 millimetre) film strip projectors, tape recorders, and similar instruments, as well as a system of distribution which will make them effective.

v) Closed circuit television systems for training large numbers of teachers for literacy campaigns.

vi) Television and radio transmitters for support and follow-up programs. Receiving sets to be used in villages or cities where there are literacy classes. Of course any such sets must be of technical standards suitable to the particular region. (Perhaps the time has come to establish the complete modest cost educational television system that was once devised for India by a CBC vice-president but never applied.)

When lists of needed equipment are provided there is always a question about priorities. When funds are certain to be scarce, and it may be difficult to obtain technical personnel for maintenance, what are the kinds of equipment that are essential and without which the campaign will fail?

Obviously it is not necessary to wait until complete and sophisticated mass media systems are provided. However, in some countries, parts of Sicily for example, illiterate peasants see television regularly but have no books or newspapers. In India many cultivators regularly go to the cinema but have no access to reading. Obviously, in such cases, these resources can and should be used. They provide an excellent base for teaching literacy.

In other cases the best use of television or film equipment will be in the training of teachers. In every country, equipment to publish reading material for the literacy classes and follow-up programs will be a necessity.

Where financial or personnel resources are very scarce, hard decisions may be necessary. But it should be emphasized again that the recommended program is for a three stage effort of elementary literacy, functional literacy, and continuing education. All three stages are necessary, not just one or two. Likewise, the material goods to support each stage are a necessity, not a frill.

This may serve as the place to make a general point about equipment.

Like any country that is developing rapidly, Canada produces materials and equipment that become obsolete, or surplus, or are thrown away. If the new machines and equipment are to be purchased, the old, or technologically less suitable, need to be disposed of. Many things are becoming surplus in Canada that may be invaluable in a different economy. A printing press that requires twenty operatives is ideal for an economy with excess manpower, but is wasteful in an economy where labour is scarce and costly.

This has been well demonstrated by the success of the Overseas Book Program and Operation School Supplies. About twenty organizations associated with the Overseas Book Centre have collected and distributed about three million books to more than fifty countries in the past few years, books that are surplus in Canada but of the highest importance in other parts of the world. Projects are also needed to apply the same principle, to the extent that it is valid, to the other needed kinds of materials.

Summary of Needs and Requirements

We have now identified the countries where illiteracy is most devasting in its effects, the countries where the first campaigns will begin, and considered some of the specific needs. Additional information is contained in the Appendices. We will summarize briefly these needs before going on to examine the kinds of resources available in Canada and in what measure the needs might be served.

1. *A public education campaign in Canada* to inform all interested organizations and citizens about the need to achieve "functional literacy" both at home and abroad, and the ways in which governments, organizations, and individuals can participate. (Recommendation from General Conference of UNESCO.)

2. *An effort by each country, including Canada, to eliminate all cases where there is less than "functional literacy."* (Recommendation from the General Conference of UNESCO.)

3. *Personnel that may be required to serve on "International teams"*

- experts in educational planning
- experts for "advance studies" (economists and behavioural scientists)
- experts in linguistics and reading
- experts in teacher training
- experts in adult education, community development, library extension
- experts in publishing
- experts (equipment and program) for the mass media

It may also be possible to use considerable numbers of people with less experience, e.g., teachers, technicians, language "technicians," particularly if they serve under the direction of experts.

4. *Material Aid*

- paper in many forms
- printing equipment in many forms
- mobile educational resource units
- classroom supplies and equipment
- books
- mass media equipment

5. *A comprehensive service* to one or more countries, involving the items in *3)* and *4)*, including financial support.

6. *Training and research* in Canada for Canadian personnel who may go abroad and for "counterpart" personnel from the other countries.

CHAPTER III

CANADIAN PROGRAMS RELATED TO ADULT "BASIC EDUCATION"

We have mentioned earlier that few Canadians have ever understood how serious the problem of the "under-educated" is in Canada, or considered that Canada has the personnel required for assisting other countries with their need to eliminate illiteracy. We will now examine some of the agencies and organizations in Canada that have been developed for adults with inadequate education. Some of this experience and these resources may be utilized abroad if the way can be found to make them available where most needed.

1. *Adults in Canada Lacking an Elementary Education*

From time to time someone makes the claim that there are more than a million illiterates in Canada. We have seen how imprecise the word "literate" is; there is very little meaning when it is employed in Canada.

In 1961 there were 1,024,785 youths and older persons who reported that they had had no more than four years of schooling.[1] And since four or five grades of schooling are used as a rough equivalent of "functional literacy" this has led to the practice of describing about ten per cent of Canadian adults as "illiterate".

Notice that none of these million persons was given, or failed on, a test of literacy and none was asked about their "out-of-school" education or their self-education. Note as well that, of this number, 18,022 were engaged in managerial, professional, and technical occupations. In these cases, at least, the level of self-education must have been considerable. Obviously, in describing many of these persons, the term "illiterate" is far from accurate and should be discontinued.

However, many of them, perhaps most of them, have had less education and training than will be essential for any adult to do well in a vocation or take an effective, responsible part as a parent or citizen under the extraordinary changes that have come and are coming in technology and social life. In a country where there have been compulsory school laws for many years, there should exist few cases where men and women do not proceed until the end of the elementary school at least. An elementary level education should be our minimum goal and some say it is too low. Concern is expressed that, as the academic standing required for entrance to the labour market continues to increase, and as the number of jobs for unskilled workers continues to decrease, even those with seven or eight years of schooling will be cut off from employment.

---

[1] Edith Adamson, "Canadian Facts and Figures," Report of National Seminar on Adult Basic Education, Toronto, March 18-20, 1966. (Mimeographed.)

Educational authorities are disturbed about an estimated four million who, while having Grade 4, have not proceeded much beyond Grade 8. Many of these, due to rapidly rising academic standards required for employment, will probably find themselves having difficulty in obtaining steady and lucrative employment.

Is this a problem only of older people? In 1961, there were 109,000 young persons between the age of fifteen and thirty with no more than four years' schooling. Clearly the problem is not being eliminated; young people are still leaving school with dangerously low educational attainments and perhaps, as well, with little developed capacity to learn.

Who are the under-educated? Mrs. Edith Adamson, formerly with the Dominion Bureau of Statistics, has described what she says are typical men and women who reported no more than four years' schooling:

> The man (and slightly more than half were men) is 55 years of age; he was born in Canada, and he lived in a center of over 1,000 population. If he was English-speaking he lived in Ontario, or if he was French-speaking, he lived in Quebec. By occupation he worked in a construction trade, and he earned an average of $2,389 a year. Although data are not available, it is probable that he was married to someone with similar schooling and had three children who did not continue in school beyond the age of compulsory schooling.
>
> The typical woman of limited education was 54 years of age; she lived in a center of 1,000 population or larger; she was English-speaking and lived in Ontario or was French-speaking and lived in Quebec, and was Canadian-born. She was not a member of the labour force and had no income of her own. She was probably married to someone with similar schooling, and she had three children who did not attend beyond the age of compulsory education.[1]

So much for the myth that all of the under-educated in Canada are immigrants, or Indians, or live in the Northwest Territories!

However, inadequate schooling and its worst consequences are the lot of far too many individuals within certain groups in Canada. To quote Mrs. Adamson further:

> *Indians and Eskimos*
> Canadian-born Indians and Eskimos 15 years of age and over with no schooling or grades one to four, represented only 5% of our total million group, as there are only 53,775 of them. Yet their plight has been more miserable, partly because they live in more complicated groups than many others with limited education, and partly because their educational opportunities have been more limited than those of other Canadians. When we compare Indians with the total population by educational levels, we find that 43.7% of the Indians 15 years of age and over had no schooling, or elementary grades one to four

---

[1] Ibid.

> only, compared with 9.3% in the total population. More than 90% of the Eskimos were in this group too. The increase in opportunities for Indians and Eskimos of recent years have concentrated on bringing their young people into the educational mainstream. Educational opportunities extended to adults, which show respect for the cultural heritage of the native people, will help raise the economic standard of living and enrich our entire culture.
>
> *New Canadians*
> The non-Canadian-born 15 years of age and over without schooling beyond grade four numbers 356,643 or 25% of our million . . . . Almost 62% of them arrived before 1931, and just 28.9% arrived between 1951 and 1961.

Moreover, it is certainly true that a higher percentage of the disadvantaged live in certain regions of Canada, and such disabilities are far too prevalent among Indians, Metis and Eskimos.

There is considerable variation in what has been defined as the "illiteracy" rate, from province to province:

PERCENTAGE OF "ILLITERATES" IN THE ADULT POPULATION BY PROVINCE 1961[1]

Province	*20 years and over*	*65 years and ove*
Canada	9.55	21.76
Newfoundland	25.70	54.10
Prince Edward Island	7.38	12.60
Nova Scotia	8.27	19.17
New Brunswick	13.25	25.72
Quebec	13.38	32.07
Ontario	6.27	15.06
Manitoba	11.23	27.67
Saskatchewan	11.08	26.81
Alberta	7.57	20.82
British Columbia	5.82	13.19

In a recent paper,[2] Dr. Coolie Verner of the University of British Columbia reviewed the main steps that are needed to reduce or eliminate the problem:

> The ultimate eradication of illiteracy has long been an objective of public educational forces on this continent. Two basic ways of attacking the problem are: 1) the improvement of educational opportunity for children so that no child need grow into adulthood

---

[1] Coolie Verner, "Adult Illiteracy, 1921-1961" *The Journal of Education of the Faculty of Education*, (University of British Columbia), X (April, 1964), 99-109

[2] Ibid.

illiterate; and 2) the provision of educational opportunities for adults so that those individuals who lacked educational opportunities in youth may remedy this deficiency and become literate in adult life. Both of these schemes are exercising some influence on the educational status of the population. The median educational level in British Columbia is rising with the younger age groups showing a consistently higher median level than the older age groups. This results from improved opportunities for youth. Adult educators and the general educational system are crucial to the reduction of illiteracy. In many instances the organizational structure, administrative procedures, and instructional processes become barriers to the initial and sustained participation of illiterates in those programs provided for them. That such barriers exist is emphasized by the higher illiteracy rates in urban areas which also provide greater opportunities for adult education.

To eradicate illiteracy and ultimately raise the median educational level, the resources for adult education must be increased. Since illiterates and the less educated are found in the lower socio-economic levels, they have the least resources to support their own education. It is a matter of enlightened self-interest, therefore, that the Provincial Government support extensive programs to raise the educational level. There is more involved here than money alone, however. The educational forces in the Province must develop educational programs suited to the socio-cultural characteristics of the less educated. Concepts and procedures developed for a literate group are not appropriate per se for illiterates. Educational requirements and regulations designed for children and youth are not appropriate for adults. If we can develop realistic functional schemes for adult education the number of illiterates can be reduced, the educational level raised, and the under-educated will become assets rather than liabilities.

2. *Agencies and Organizations Offering Services Related to "Adult Basic Education"*

Enough has been said already to indicate that there has been no consistency in Canada in the use of terms or in the collection of data.

In this chapter, since we are speaking of Canada, we will use the term "adult basic education" to correspond roughly with completion of elementary school, and even more roughly with the term "functionally literate". More than a million and a half Canadian adults, by this definition, have not completed their "basic education".

Some work is being done at The Ontario Institute for Studies in Education to develop tests for "adult literacy" or "adult basic education". It may be possible before long to be much more precise in the use of such terms and, therefore, in planning educational programs for disadvantaged adults.

We will now review briefly some of the agencies and organizations that provide services for all Canadians but may have particular or special relevance for those lacking "basic education". Most of these agencies or organizations do have some personnel or experience that might have something to contribute to a literacy campaign. Later we will focus on those services which seem to have greatest relevance.

a) *Federal Government Departments*

Many of the Federal Government Departments have programs that directly affect the under-educated.

i) Agriculture Many special training programs are provided to Indians and for rural people generally, offered usually in cooperation with provincial governments, and sometimes with universities.

ii) Canada Council Grants are available for research projects, particularly in the social sciences and humanities.

iii) Canadian Broadcasting Corporation Special programs are offered to rural people, and to people in the north. The service carried on in the Arctic in the Eskimo language has been studied and copied both in Alaska and Siberia. Both radio and television have been used extensively for the education of immigrants. Many people from abroad have trained at the CBC in Canada.

iv) Citizenship and Immigration (Citizenship Branch) The liaison officers, who are in residence in all parts of the country, are particularly concerned with the education and welfare of indigenous people, new citizens, and others who may be disadvantaged. The branch also participates (with provincial departments of education) in the establishment of classes for immigrants in English, French, and citizenship by paying fifty per cent of the costs and supplying the textbooks and workbooks.

v) Indian Affairs Branch The program of this department, which is aimed at upgrading the educational attainment, economic status, and social life of the 200,000 Indians who live on reserves in Canada, has become a comprehensive one, covering various levels of adult literacy and retraining. In 1956 the Indian Affairs Branch conducted a survey to ascertain the amount of illiteracy in Indian communities in Canada. Although it was difficult to arrive at accurate figures, the survey did indicate that there were sufficient illiterate people among Indian adults to warrant the development of an adult education program in the field of literacy. The program began in 1957 and has expanded gradually from year to year.

The general objectives of the adult education program are: (i) to develop ability to understand, speak, read, and write the English or French language; (ii) to develop the mathematic skills necessary for rudimentary business transactions, budgeting, and keeping simple accounts; (iii) to develop self-confidence and individual morale; (iv) to help the individual make his best contribution as a wage earner and as a member of a family unit; and (v) to help the individual live a satisfying life, making the maximum contribution to his community and participating effectively in the social and economic activities of Canada.

The literacy program of the Department of Indian Affairs is fashioned after the fundamental education projects developed by UNESCO. The course amounts to a program of listening, speaking, reading, and writing French or English with materials slanted toward community development and better living conditions. As the adult learns to speak, this enhances his earning power; as he learns to read, the materials provided offer incidental information involving home and community improvement. Simple arithmetic is coupled with the language program to help illiterate adults learn how to do simple problems in connection with their daily activities. The department has also prepared a series of ten filmstrips in colour, entitled "We Learn English", which are available on loan from regional offices. Instruction is given by certified teachers and a few specialists.

The department also envisages the possibility of preparing young Indian adults (17-25) for employment in a short period of time if they have previously had the equivalent of Grade VI to VIII education. The students are carefully selected on the basis of motivation, agency reports, standardized tests, and personal interviews. Once the group has been chosen they are provided with educational assistance to live in an urban center to attend special classes. These classes have the two-fold purpose of upgrading the students academically to a point where they can gain entrance into trade, vocational, or apprenticeship courses, and of providing social and occupational information so they will know what is available to them and what is expected of them when they become employed. It has been found that capable and industrious young people can be upgraded approximately two years in language and mathematics through a concentrated six or eight month program.

Rounding out the department's adult education program are trade training and community activities classes. Courses in carpentry, agriculture, motor mechanics, welding, handicrafts, home-making, etc., are available to any group of young adults (six or more) who request it. If they are too far from a center in which such courses are offered at night schools, then special courses may be given on the reserve. The community activities program covers a wide range of topics and interests, the underlying purpose being to have groups of Indian adults meet to discuss, to study, to plan, and to carry out some project for the betterment of the community. The Indian people themselves can initiate and support such activities which add interest to life on the reserve and, at the same time, provide training in democratic processes.

We have dealt with this program at some length because of its obvious relevance to our central theme. While there is at present a division of opinion about the future direction of this program, the agency has several individuals with insights, training, and experience useful in literacy programs abroad.

vi) Fisheries Courses of training and extension services are offered, usually in association with the provincial governments and universities. Many of the persons who use these services have had little schooling.

vii) Forestry Courses of training and extension services are offered usually in cooperation with provincial governments and sometimes with universities.

viii) Agricultural Rehabilitation and Development Administration (ARDA) This is a development and research agency that deals with problems of the economically disadvantaged who, far too often, are also the under-educated. The community development and training projects usually have an educational component. Teachers, community development officers, and social scientists employed in these projects have developed skills and insights that can have application to literacy work abroad.

ix) Manpower The training programs, both of vocational education and in school subjects preparatory for training, are beginning to reach thousands of adults.

x) Labour For many years the Department of Labour has offered training and advisory services for improved economic capacity. The Women's Bureau in the Department is the only government service specializing in the vocational problems of women. As we have seen, in most countries the largest number of illiterates are women, and there is a special urgency and importance to programs directed to women.

xi) Mines and Technical Surveys Training programs are offered for men engaged in mining.

xii) National Defence Courses of instruction of many kinds are offered by the Department of National Defence. It may be important to note here the experience of the Armed Services during World War II with recruits who previously had had little schooling. At that time requirements for enlisting in the army were lower than those for the Navy or Air Force. As a result, about one-tenth of the numbers enlisted did not have sufficient basic education to proceed with basic training. Yet, almost all of these men seemed, as judged by their test scores, to have sufficient capacity at least to complete elementary school. A special crash program was therefore devised to prepare them to proceed with basic training, and it was found that these men could be "upgraded as much as two or three school years in four months". Courses were offered in mathematics, social studies, English, French, and military studies. Eighty per cent of the men went on to advanced training after a four month period. These classes were dropped after the war.

xiii) Department of Veterans Affairs The Department of Veterans Affairs offers courses by correspondence, not only to veterans but to men and women in the armed service, and institutions, and to men and women who are at some isolated post in Canada or abroad and are unable to study in any other way.

xiv) National Film Board The Board continues to produce many films and filmstrips dealing with health, safety, careers, education, community development. It has loaned personnel abroad for literacy campaigns and has also developed systems of distribution of films that may be extremely important for other countries. This subject will be discussed in greater detail later. Many educationists and film makers have come from other countries to the Board for observation and training, and mobile vans and equipment have been furnished to other countries.

xv) National Health and Welfare The Department has extensive programs of health education and offers many special services and special kinds of training. Medical personnel furnished or recruited by the department have served abroad. Courses for the training of nursing and hospital aids have been particularly useful and those responsible have had experience relevant to foreign countries.

b) Provincial Government Services

We have given a good deal of attention to the services of agencies of the federal government. But the main educational services are administered by provincial governments. Moreover, many of the programs financed by the federal government that are of particular value in "basic education" are offered in cooperation with the provincial governments and local school boards. Examples are the programs for immigrants, and Manpower training programs.

Many of the basic services in agriculture, forestry, health and nutrition, to which we have referred, are also administered by provincial governments. Of particular importance, to cite one example, are the 4-H, Junior Farmers, and Women's Institute programs associated with the provincial Departments of Agriculture, sometimes with the cooperation of universities.

However, we will concentrate our attention on the work of the provincial departments of education. These departments have the main responsibility, and thus the experience, of providing education for men and women as well as children. Unfortunately, we have space only to report some of the work, selected for the purpose of illustration.

Quebec Government

Department of Education Following the Ryan Report (1964) and the Parent Report (1964-66), a Direction Générale de l'Education Permanente in the Department of Education was created in order to coordinate and stimulate the activities of adult education in the province. In addition to the Manpower training programs arising from the federal-provincial agreements, this Directorate administers language courses as well as academic, professional and cultural courses, the implementation of which belongs more and more to the school commissions. Included are the preemployment courses, a special course at the Grade 9 level; the experimental work by the Catholic School Commission of Montreal in programs and methods intended for teaching English or French preliminary to the basic course; the correspondence courses; the experimental use of television in the Lake Saint Jean district. One feature is the initiation of a new elementary course by many regional school commissions. Studies have been made for the following purposes:

- to take inventory as to what is going on at present in the field of adult education,
- to understand and evaluate the needs of the people for education and training,
- to measure available resources.

These studies have enabled each district to present a plan for discussion by the people in the region. A certain number of trade schools, technical institutes, agricultural schools, etc., offer their services to the adult population. It is expected that these institutions will integrate with the regional school commissions and with the future institutes or colleges of post-secondary education. The divisions of fine arts instruction, students' aid, recreation, and sports all cooperate with adult education activities.

Another division, that of external cooperation, works for the coordination of educational assistance to foreign countries. A considerable subsidy is granted AUPELF, whose headquarters is in Montreal.

Department of Natural Resources The Great North Service organizes courses for the Indians and Eskimos. Programs of Eskimo language instruction are being organized and there is interest also in the education of teachers.

Department of Cultural Affairs This department offers its assistance to cultural centers, libraries, museums, musical and theatrical associations, to arts and crafts and to literature.

Council of Economic Orientation At present the Council is undertaking an appraisal of programs of community organizations tested during the operations of BAEQ (Bureau d'amenagement de l'Est du Quebec) and ARDA.

Provincial Film Board Several films are available dealing with adult basic education and related activities.

Considerable experience has been obtained in these services that can be applied to the improvement of basic education or utilized abroad in a literacy campaign.

Ontario Government

Community Programs Representatives of the Community Programs Division act as consultants for all services in the field of adult education and recreation. They have assisted, where needed, with establishing educational activities for immigrants which are now administered under the Citizenship Branch, with the development of basic education and vocational classes for men and women in northern communities, for initiating programs in association with corporations and community groups, for assisting with rural leadership training, and with activities for Indians. In the past year one significant change has occurred whereby any Indian reservation may now be considered as a "territory without municipal organization" and qualify for a grant for a recreation program. In the past year the division offered six courses for Indian community leaders.

Correspondence Courses The total registration is now over 32,000 and courses are offered in secondary school subjects, trade and vocational subjects including business and commerce, mostly to men and women in Canada, but also to adults temporarily outside of Canada and to Canadian children in fifty different countries.

Provincial Library Service Branch This service gives particular attention to building up a library service in those parts of the province where there is not yet a well developed book supply. One of the most recent developments is to offer library services to Indian reserves and other communities where there are large numbers of Indians.

Youth Branch The Branch assists communities to study, identify factors which influence the development of youth and to develop suitable programs.

Vocational Centers The Department operates a Provincial Institute of Trades, a Provincial Institute of Automotive and Allied Trades, and a Provincial Institute of Trades and Occupations in Toronto, vocational centers in London, Ottawa, and Sault Ste. Marie, and institutes of technology in Haileybury, Hamilton, Kirkland Lake, Ottawa, and Windsor. The Ryerson Polytechnical Institute has an international reputation. The latter institution has many trainees from foreign countries, particularly in such special fields as radio and television communication which are of concern in a literacy campaign. In the period 1966 to 1968 an entire new system of post-secondary education, with 19 different Colleges of Applied Arts and Technology is being developed.

Citizenship Division The work in language and citizenship for immigrants, formerly in the Community Programs Division but now in the Department of the Provincial Secretary and Citizenship, is favourably known for several reasons:

- the large number of classes and enrolments of men and women all over the province.
- the teacher-training program that has been developed through which several hundred teachers have now qualified to instruct in the use of English as a second language.

- the development of new techniques and the publishing of a number of manuals and textbooks, notably the *Canadian English* series by Carson W. Martin.

- experiments in the use of radio and television as aids.

Other Provinces

We have space only to mention a few examples. In New Brunswick a "Level of Basic Education" course has been provided by the Adult Education and Fitness Branch, Department of Education, for those with less than Grade 5 education. The courses normally last four months. Community development work among French-speaking adults in New Brunswick has been accelerated in the past two years.

The Department of Education in Nova Scotia has had a Department of Adult Education and a strong field staff for twenty years. One of the first basic education programs on a well-conceived plan was offered in Nova Scotia soon after World War II through the Division. Personnel associated with this work, particularly the activities directed to communities with a large number of Negroes, have had experiences relevant to literacy programs abroad.

In 1958-59 the Adult Education Division of the Saskatchewan Department of Education instituted a program for adults who wished to learn to improve their basic skills. Pilot projects were conducted in, 1) an urban center by a voluntary organization, 2) an urban community under the auspices of the Collegiate Board, and 3) a rural Metis community. As a result of these experiments, a manual for the guidance of teachers of basic education has been prepared, a library of graded reading and arithmetic materials has been built up, and tests have been devised to obtain more reliable information about the needs of adult Indians and Metis. Seven centers are now in operation and special programmed teaching materials have been developed. Some of this experience is relevant to literacy work abroad.

At least seventy school districts in British Columbia have engaged full-time directors of adult education. Both the Adult Education Division in the Department of Education, and many of these local directors, are engaged in providing various forms of "basic education" for adults.

Other provinces have similar services. For example, the work in community development in Manitoba for Indians and Metis has been outstanding, and similar work is now found in Alberta.

c) School and Library Boards

Many of the school boards in major cities of Canada now have extensive programs for adults, in some cases enrolling more adult students than children and youth. They offer the regular academic and technical subjects; they administer the courses described under the Federal-

Provincial programs; and many offer scores of non-credit courses planned to meet the interests and capacities of the adult students.

In particular the school boards in Vancouver, Victoria, Calgary, Winnipeg, Toronto, Ottawa, Montreal, have been concerned about programs for the under-educated. The Adult Education Department of the Ottawa Collegiate Board has developed some novel approaches in the teaching of adults with little education. The Calgary Board of Education has also experimented with classes for those with almost no schooling and the Vancouver Board of Education has a variety of activities including film programs for men and women of little school experience. For some years the Toronto Board of Education has been holding "Opportunity Classes" as part of the evening program. Those enrolled range from some who have never been to school to those at about the Grade 5 or Grade 6 level. Emphasis is placed on reading interpretation, writing, spelling, and simple arithmetic. Some adult students attend for more than a year. Radio and television has been employed as a supplement and also for the teaching of English or French as a second language. The project LEAP (Leaside Education Assistance Project) of the Leaside Board of Education[1] is another imaginative and effective effort.

Toronto is also one of several cities where the Library Board has made special efforts to reach foreign-born as well as under-educated adults. The Toronto Library has a large collection of foreign language books and reading materials for those learning English. A special language center is located at the Parkdale Branch Library, offering many language records and programmed learning materials.

d) Churches and Religious Groups

For several centuries the churches in Canada carried the main burden of educating the indigenous people of Canada, families on the frontiers, and families who had emigrated to Canada. As educational services provided by governments have been increased and developed, the role of the church has changed considerably. Yet several of the churches, the Oblates for example and the Anglican and United churches, still maintain extensive school projects in more remote parts of Canada, mostly for children but increasingly planned for entire families or for whole communities. Much of the work in developing written forms of Indian languages was carried out by missionaries. One example is the *English Cree Primer and Vocabulary* prepared by the late Rev. F. C. Stevens and published by the Board of Home Missions of the United Church of Canada. Some church personnel have had experience and have developed skills that could be applied to language problems in other parts of the world. Some of the techniques of basic education are also applicable. Indeed, few people realize that most of the principles and practices that now are comprehended under the title "community development" were first worked out and demonstrated in the mission fields in North America and abroad by church and YMCA-YWCA personnel. The first courses of simplified Chinese, most of the early literacy projects in India and the Philippines, most schools of all kinds in Africa, were missionary enterprises. An entire chapter in the history of education in Africa should be devoted to "The White Fathers" from Quebec. Some missionary bodies also learned how to relate basic education to health, nutrition, agriculture, citizenship, and family life, practices which are just now coming into common use everywhere. The churches together constitute a "bank" of personnel and experience that may be extremely useful for literacy work. The combination of experience "at home" and experience "abroad" is what is now required.

---

[1] Now the East York Board of Education

e) *Universities*

Many of the universities of Canada have engaged in forms of extension and community development work that have assisted the under-educated. Sometimes the "basic education" was provided directly by university faculty members; often the service has been training leaders, developing improved methods, preparing teaching materials. One notable example is the work of the St. Francis Xavier University in the program that has been called the "Antigonish Movement". We will note later the impact that this program has had abroad when describing the Coady International Institute. Other universities concerned with basic education in the Atlantic Provinces, particularly St. Dunstan's in Charlottetown and Sacre Coeur in Bathurst, have carried out some of the same principles.

Examples of universities in Quebec that have developed services of basic education, offered far beyond the immediate campus, are Laval University with cooperative and labour groups in all parts of Quebec, and MacDonald College (McGill University) providing service to rural groups. Queen's University has offered college work by correspondence for almost a hundred years; now other universities also provide work by correspondence.

Each of the western provincial universities (Manitoba, Saskatchewan, Alberta and British Columbia) provides a wide range of activities to men and women of different levels of educational experience in public affairs, vocational training, the arts, and citizenship. All of them have special programs related to the improvement of education and vocational training of indigenous people. Studies of literacy and community development have been conducted at the University of Saskatchewan and University of British Columbia. The work of the latter university in the education of fishermen is also impressive.

A few of the teachers' colleges and faculties of education have also given some attention to the preparation of teachers for classes of the under-educated and community development. McGill and Sir George Williams universities in Montreal have special work in community development and a notable example is the work of Father André Renaud at the University of Saskatchewan in developing curricula for Indian children and adults that are based on the culture, traditions, and experiences of Indian people.

In a number of provinces, Saskatchewan and British Columbia for example, there have been youth training courses for many years offered in special residential schools. Agricultural colleges, some associated with universities and some with provincial departments of agriculture, have also been offering youth training programs as well as advice and training for older people in all phases of agriculture and home economics. These colleges serve foreign students and agricultural specialists from abroad as well as Canada and the work of Ste. Anne de la Pocatière, MacDonald College, Ontario Agricultural College (now the University of Guelph), and the facilities of the four western provincial universities are well known. The basic agricultural extension services have always been related to and supported by these colleges.

f) Specialised Agencies

A number of agencies, in addition to churches, have been developed which specialize in some form of service to people who may be educationally disadvantaged, or to students or trainees from abroad. It is not possible to give more than a few examples.

(i) Frontier College: For almost ninety years selected young university men have been going out to camps for railway, logging, hydro, road building, mining, and other projects as *labourer-teachers* to help men who have had little schooling acquire English or French or basic mathematics, or guide them as they proceed with correspondence courses. There are some interesting parallels between Frontier College and the folk universities in Norway, the work of *animateurs* in community development in Senegal, of the "Servants of India", the volunteer work camps sponsored by religious groups, all of which preceded by scores of years the establishment of national programs of volunteers such as CUSO or the American Peace Corps.

(ii) Elliott Lake Centre for Continuing Education: This is a residential center established for the education and training of men and women who have lacked basic educational opportunities. Many Indians have been in residence for these courses.

(iii) Quetico Conference and Training Centre: This is a residential center where short courses of many kinds are offered for residents in the area, for management and labour groups, and in many forms of "leadership training". The courses for Indians have constituted an important part of the program of Quetico.

(iv) Indian Eskimo Association of Canada This society brings together interested persons in governmental agencies, churches, and private organizations who are concerned with the economic, social, and educational development of indigenous people. The Association carries on research, arranges seminars, administers pilot programs, and publishes news and research reports.

f) "Host" Agencies Many local agencies, service clubs, university groups, churches, and YMCA groups, have undertaken the extremely valuable and sometimes difficult problems of arranging for accommodation for foreign students and trainees, and for seeing that the time they spend in Canada is used profitably for study, getting to know Canada, and getting to know Canadians. Much of this work is given some coherence by a national agency, Canadian Service for Overseas Students and Trainees. There are at least two important by-products to this work that are relevant to our enquiry. It has resulted in many Canadians getting to know well representatives of many foreign countries, some of whom will have responsibility for the literacy campaigns abroad. Secondly, a number of representatives of other countries are in a position to advise Canadians about conditions overseas or guide and work with Canadians when they go as "experts" to foreign fields.

g) Some Major Economic Groupings

All of the literacy campaigns will be planned in relation to economic and social development. Accordingly, experience by Canadians with training programs at a basic education level that have to do with economic competence or the improvement of such organizations as trade unions and co-operatives will be featured during the "third phase" of the literacy campaign. Many business men, trade union and cooperative personnel have been abroad to assist with basic education in these fields.

Organizations of business men, associated with the Canadian Chamber of Commerce and the Canadian Manufacturers Association, have been extending their interests in training and education, particularly improving economic competence for themselves, their employees, and the public. The Jaycees (or Junior Chambers offer an educational and training program for young businessmen in all parts of Canada. Many corporations or trade associations conduct training or basic education, or assist educational bodies, school authorities, or Frontier College. The Canadian Pacific Railway and Canadian National Railways are just two examples of many that could be cited. Hundreds of foreign trainees have been given training in all aspects of economic life by Canadian companies.

The Canadian Labour Congress and the Confederation of National Trade Unions have extensive educational programs which enroll thousands of members in such subjects as collective bargaining, public speaking, economics, and political action. Foreign trade unionists follow their methods and use their study materials. Labour publications and films from Canada are also used in several countries. The Canadian Labour College is sponsored jointly by the Canadian Labour Congress, the Confederation of National Trade Unions, the University of Montreal, and McGill University. It is an advanced program, offered in residence during an intensive three months term. Every year a number of trade union leaders from abroad take this course, and participate in union educational activities.

The cooperative movement has always taken a keen interest in adult education. A specialized national agency with provincial branches, the Co-operative Union, is responsible for much of the education related directly to cooperative organization. Organizations such as the Cooperative Federée in Quebec, United Cooperatives of Ontario, the Wheat Pools in Manitoba, Saskatchewan and Alberta, have donated large sums of money and given services by staff members for the improvement of school, library, and adult education service in these provinces. The Institut Desjardins at Levis is a well-equipped training college for rural leadership and community development. The Western Canada Cooperative College also offers a residential course in cooperatives and community development.

Many professional societies, particularly of teachers, lawyers, doctors, nurses, dentists, have worked with universities to develop courses of continuing education. Such courses are also needed in the developing countries. For example, there can be no successful literacy program until thousands of teachers are given special preparation for their part in the campaign, or any health or nutrition campaign without the further education of doctors and nurses, particularly of women.

h) Programs of Research and Development in Basic Education

The amount of research in Canada concerned with the basic education of adults has been extremely limited, nor have Canadians paid much attention to the achievements in basic education of other countries such as the Soviet Union or even the United States. Some of the studies that have been completed are listed in the bibliography and can be quickly summarized:

i) A number of papers and books were written, mainly descriptive, about the efforts to "Canadianize" the immigrant in the early part of the century.

ii) There have been a few studies associated with the work of Frontier College.

iii) Occasional papers have been prepared dealing with special programs of reading for adults.

iv) Some papers have been prepared that dealt with the development of particular approaches or methods of teaching adults:

- materials associated with "Basic English" (Florence Gaynor and others)

- materials associated with the Tan-gau method (Dr. Robert Gautnier)

- materials associated with elementary education for adults in British Columbia (Dr. E. E. Lucas)

v) Some of the early studies that were made by sociologists or psychologists about indigenous people or Canadians of low social-economic status have offered insights about the effects of lack of education and how this might be remedied.

It is now known that the most effective results can be anticipated in the solution of a complex educational problem when there is a sustained effort over a period of years involving training of personnel, research, and development.

Fortunately, there has been a change for the better. Not only is there more research about the indigenous people, and those of low socio-economic status, but the relationship of these deficits to education is being studied and reported. Excellent examples of this are the studies by Oswald Hall and Bruce McFarland (example: *Transition from School to Work*, published by the Queens Printer) and recent reports prepared by a team of researchers under H. B. Hawthorne of the University of British Columbia.

Examples of other important recent developments are:

i) The publication of the *Canadian English* series (Carson W. Martin) has been possible because of the research and teaching program of the Department of Citizenship, Ontario.

ii) The work of testing concepts and developing curricula based on the environment and culture of Indians is being carried out by Father André Renaud, now at the University of Saskatchewan, but formerly head of the Bureau of Indian and Eskimo Services of the Oblates. Impressive work under Professor Norman Chance is proceeding at McGill University.

iii) The work of studying illiteracy, the adoption of "innovations" and programs of community development is continuing under Dr. Coolie Verner at the University of B.C.

iv) The development and revising of basic tests of literacy to assist teachers to judge the experience of adults and the planning of courses of study is proceeding at The Ontario Institute for Studies in Education.

i) Other Examples of Programs and Projects that are Related to Basic Education

a) Mobile Services

During early years in this century a number of projects involving mobile educational services were initiated. A satisfactory library service was given to the people of Edmonton on street cars for many years. A somewhat similar example was the travelling University Agricultural Extension classroom and laboratories that were carried all over Saskatchewan by train for two decades. Art and health exhibits have been taken to hundreds of Canadian communities by mobile vans. Teachers and mobile classrooms for children and adults have been sent out by the Department of Education to remote parts of Ontario via railway.

In more recent times there has been an extensive development of mobile libraries in many provinces, using specially designed trucks. The Department of Education in Nova Scotia now has a Mobile Reading Centre, which came into operation in 1965. While not yet employed for adults, such a center can have considerable application for the improvement of reading skills of adults who live far from the cities.

b) Equipment for Basic Education

The number of forms of equipment that can be, or are already used for the basic education of adults is now considerable. Motion pictures, filmstrips, transistorized radios and tape recorders, have been employed for some time.

Radio has been used in Canada for basic education for adults since 1925. Station CKUA, operated at first by the Extension Department of the University of Alberta, provided courses in language, vocational subjects, and "back-up" programs for correspondence studies for many years. Departments of Education have been associated with various kinds of "school of the air" programs offered to children, youth and adults. Radio College on the CBC was just the best-known of many efforts in the French language. The range of subjects offered by Radio College was broader than that of most formal educational institutions.

Yet, despite the fact that there has been national television coverage for more than a decade, and despite the many examples of using television effectively for basic education in the United States, France, Italy, United Arab Republics, Poland, to use just a few examples, the number of applications of television for basic education in Canada have been disappointingly few. Two exceptions are the courses in language for immigrants in Ontario and a recent program by the Metropolitan Toronto Educational Television Association (META) on basic mathematics. French language telecasts in basic education seem to have exceeded those in the English language both in number and variety.

There seems to be ample evidence to show that when resources in talent and money are employed, television can be used with extremely valuable results for basic education.

c) New Programs

One development that has had some application in Canada is the Initial Teaching Alphabet (ITA) of the Pitman Publishing Company. A recent article in *Continuous Learning* refers to a demonstration for adults in Ottawa:

Use of the Pitman Initial Teaching Alphabet with adults who are learning to read and write is being successfully demonstrated in Ottawa. A special class is receiving instruction at the Adult Training Centre operated by the Canadian Vocational Training Program with the cooperation of the Ottawa Collegiate Institute Board. Although ITA has been used with primary pupils in Vancouver and other Canadian cities, the Ottawa experiment is believed to be the first attempt in Canada to use the method with adults.

The project began in December, 1965, with a group of five adults. Four of them were young men in their twenties who had attended school for many years, but had not learned to read and write with the traditional alphabet and standard educational methods. One was a man in his fifties who had never been to school.

At the end of the first month all five were able to read simple sentences in ITA. During the fourth month the transition to the standard alphabet was made without any difficulty. Two members of the class, having learned to read, left to take jobs. The other three are staying in school, and at the end of nine months are handling schoolwork at the Grade 4 level.

ITA was designed as a temporary help to get students over the difficult hurdle of learning to read English. It uses 24 traditional letters of the alphabet (eliminating q and x) plus nineteen new ones (most of them representing vowel sounds) to make a total of 43 symbols, all of them phonetic. After a few months of ITA the students make the transition to the traditional alphabet.

We may best illustrate some of the many new devices that are becoming available for basic education by two examples:

i) The Stereo Black Screen This device, invented in Japan, makes it possible to project motion pictures, slides, and all other kinds of images in daylight without loss of clarity of image. It has been tested successfully in Canada. The device is not much more expensive than conventional screens and will make it possible to use equipment out-of-doors, or where blackout is difficult and without any loss of fresh air.

ii) The Edison Responsive Environment machine, or ERE, commonly referred to as the "talking typewriter" has been tested extensively in the United States for the basic education of children. While testing with adults has been much more limited, the results are encouraging and so far indicate the desirability of further full-scale tests. A present difficulty is the high cost of the equipment, but this situation may be improved later.

Review of the Programs in Basic Education in Canada

In reviewing the information about the agencies and programs for the under-educated in Canada two kinds of observations can be made.

The *first*, and for this particular study, most relevant observation, is that there are many programs in Canada from which persons with suitable experience might be obtained for literacy efforts abroad. We will return to this subject later when we present some recommendations.

The *second* is that, while the services and activities are substantial and of unquestioned value, there are many problems and difficulties to be overcome within Canada.

i) There seems to be a minimum of planning for basic adult education.

ii) Very few Canadians seem to know very much about the subject.

iii) There appears to be little clearing between agencies concerned with adult basic education to eliminate duplication, to learn from each other's successes or failures, to ensure broad coverage so that potential students may not be missed.

iv) There has been little research or development work and little adequate training.

Because of these problems a national *Seminar on Adult Basic Education* was convened in March 1966 by the Canadian Association for Adult Education and Frontier College, in association with the Technical Vocational Training Branch of the Department of Citizenship and Immigration (now Manpower and Immigration). The following recommendations were proposed at the Seminar:

i) That there be more exchange across the country of information about new projects, materials, etc., in the field of adult basic and fundamental education.

ii) That a comprehensive handbook of resources be compiled.

iii) That a Research Committee be established to provide leadership and coordination of effort for areas of research in Adult Education across Canada.

iv) That there be concerted effort to encourage government agencies to undertake, or financially assist, more imaginative programs in adult basic education.

v) That a study be made on how to involve volunteers and voluntary agencies effectively in adult basic education programs. Many of the volunteers might come from youth organizations interested in social action (e.g. the Company of Young Canadians); it was recommended that more publicity be done at the campus level, through sign-boards and student publications.

vi) That provincial seminars be organized on adult basic education.

vii) That there should be some agency responsible for coordination and continuity of activity at both local and national levels.

In a special brief, the Canadian Association for Adult Education has proposed that a National Council for Basic Education in Canada be established to provide continuing direction and support for the measures proposed above. If such research were carried on and a clearing house or agency for coordination were established, it would simplify considerably the task of utilizing Canadian experience in basic education in the literacy campaign.

CHAPTER IV

CANADIAN PROGRAMS OF OVERSEAS AID THAT ARE RELEVANT TO THE LITERACY CAMPAIGN

Just as it seems probable that much of the experience of some of the program resources that have been developed in relation to the under-educated in Canada may be of some relevance for the literacy campaign abroad, so may the record and personnel of organizations that offer special services to developing countries. We shall review briefly the work of some of these agencies and organizations, not in detail but in order to estimate what might be anticipated. Some are government agencies, many are not.

1. *Government Agencies in International Aid*

Several agencies of the Canadian government would be directly concerned with any involvement in a world literacy campaign.

a) Canadian National Commission for UNESCO Founded in 1958, the Commission was established:

i) to provide effective informal liaison between UNESCO and Canada
ii) to advise the Government of Canada on official Canadian policy toward UNESCO
iii) to carry out in Canada programs in support of UNESCO objectives
iv) to make UNESCO and its work better known in Canada
v) to assist the Canada Council in the conduct of its external relations program.

The Commission fosters studies and conferences and seminars, offers fellowships of many kinds to persons who are engaged in furthering UNESCO objectives, and supports research. For example, it commissioned this present study.

The UNESCO Gift Coupon Program provides a suitable means by which individuals and organizations all over the world have been and will be able to offer assistance to literacy projects. Many Canadian organizations, notably schools and the Women's Institutes of Canada, have used this device with satisfying results.

b) External Aid Office of the Department of External Affairs In advance of the Teheran World Conference on Literacy in 1965 the External Aid Office prepared a paper on its "Activities in the Field of Literacy" from which we will quote:

In common with all programs of development assistance, Canada's bilateral aid administered by the External Aid Office, is directed to the economic and social development of the emerging countries. Inasmuch as the direct relationship between economic development and levels of literacy has been established, literacy programs fall within the terms of reference of Canada's aid effort.

Two factors have probably affected the level and nature of Canada's assistance in this field. First it is probable that requests for assistance in the field of literacy have been directed in substantial measure to UNESCO which has developed pre-eminent expertise in this field. Secondly Canada's bilateral aid is responsive in nature, that is to say, the emerging countries establish their own aid priorities and direct to Canada those requests which appear to fall within Canada's known competence in terms of expertise, and available funds. In view of the fact that no requests for assistance directly related to literacy programs have been directed to Canada, it would appear that other available forms of Canadian aid have been given priority.

Although Canada has not directly participated in literacy programs per se, her aid programs have traditionally emphasized educational activities which have a direct and indirect bearing upon literacy. By far the largest proportion of Canadian advisers have been teachers, teacher-trainers and professors. Moreover, it is estimated that approximately one-third of the 2,000 development assistance scholarships made available by Canada in the current year are directly associated with educational activities in the developing countries. Special mention should be made of three group programs which have been offered annually for a number of years. Courses in Cooperative Development and in Labour Leadership have implications for the development of literacy amongst productive workers. A course in Social Leadership is intended to prepare community development leaders for programs of self help and mutual help. It is a program of adult education which begins in the economic field and leads the people including the illiterate, to the highest possible levels of performance through community development and organization. Canada has also provided advisers in the field of adult extension and cooperative development and in one instance, a book publishing adviser and a quantity of paper stock for the publication of basic readers and literacy materials was made available.

Perhaps equally important is Canada's extensive assistance in the field of mass media of information and education. Toward the development of radio and television which have important implications for adult literacy, the External Aid Office has provided engineering services and technical and programming advisers in connection with several national broadcasting systems in the developing countries. The success of Farm Forums of the Canadian Broadcasting Corporation has inspired a number of requests for

Canadian advisers to establish these programs. Also related to literacy programs, Canada has provided advisers in the production of films, particularly of an educational and informational nature.

Approximately 15 countries have been or are in the process of being supplied self-contained mobile cinema vans which are intended to supply educational information and programs to the rural populations of these countries. In all activities related to mass media in the fields of radio and television and educational film production, the External Aid Office has enjoyed the guidance and assistance of the Canadian Broadcasting Corporation and the National Film Board. Canada has a large and growing population of indigenous Indians and Eskimos amongst whom illiteracy is a serious problem partly because of their nomadic life. The responsible federal government departments in cooperation with provincial educational authorities are in the process of expanding existing programs for the development of literacy amongst educationally under-privileged groups and it is hoped that in the future, Canada may be in a position to provide expert assistance and publications relevant to literacy programs.

c) Other Departments Several other departments and agencies have a direct interest in the plans and programs of UNESCO. The National Research Council and the National Library are just two examples of many. In addition, the departments of Agriculture, Fisheries, and Forestry have a direct concern with the work of the Food and Agriculture Organization; the Department of Labour (now the Department of Manpower and Immigration) with the International Labour Organization; the Department of National Health and Welfare with the World Health Organization; Health and Welfare and several other departments are concerned with the social welfare and community development projects of the United Nations, while the Department of Finance and other departments are concerned with World Bank activities.

Since the literacy campaigns will be related directly to economic and social development, and since the content of the teaching will cover health, nutrition, and child care, as well as farming and vocational training, many of these departments have personnel and experience that may be valuable in the campaigns.

In a later section we will deal with the extensive services of the Canadian Broadcasting Corporation and the National Film Board abroad. Several provincial governments - Quebec, Manitoba, and Ontario, to name three - have contributed directly to projects in education, agriculture, and health abroad. Examples:

Quebec - assistance to education in Rwanda
Manitoba - technical education
Ontario - aid in health and education in the West Indies

2. *Non-Governmental Agencies:*

In 1965-66 the External Aid Office published a directory of Canadian organizations that have important programs or services abroad. Most of the significant organizations are listed and the total is 78. (see Appendix V)

a) Churches and Religious Organizations Of the agencies listed, thirty-five are churches and religious groups, many of whom have had some experience in running schools for children and youth, and a few have had experience in conducting classes for adult illiterates. Their achievements in linguistics, health and medical service, agriculture, and community development have been exceptional. In addition, there are organizations such as the YMCA and YWCA and Mundo and the Grail which, taken altogether, have fostered education, recreation, and leadership training programs in as many as sixty countries.

b) Education about International Affairs Many Canadian organizations keep their own members informed about some aspects of international development. In the case of such large membership organizations as churches and trade unions, the programs of information and informal education may reach more than a million Canadians. Other organizations have built up a membership of persons interested in international affairs. Examples are the Canadian Institute of International Affairs and the United Nations Association, both with branch organizations in many parts of Canada.

c) Organizations with Programs Associated with Basic Education The following list of organizations and projects is not complete or comprehensive but is chosen to illustrate the range of educational service that might be applied or adapted to the needs of the literacy campaign:

The Canadian Teachers' Federation Every summer the CTF sends to Africa, in its Project Africa Program, a number of teachers who take part in teacher-training activities. The CTF also has a Latin American program, arranges teacher exchanges with many countries and takes an active part in the conferences and work of the World Confederation of the Organizations of the Teaching Profession.

Coady International Institute The object of the Institute is to provide specialized training in social leadership, to provide information and assistance on community development, cooperatives, credit unions, to developing countries. Current Projects: training 86 students from 46 countries in a program of adult education and economic cooperation; advising and assisting in the work of institutions of a similar nature in Honduras, Panama, Philippines, Venezuela, Basutoland, rural Ireland, and other areas where graduates are setting up training programs. Institut Desjardins is rendering a somewhat similar service to people from French-speaking countries.

Canadian University Service Overseas The purpose of CUSO is to recruit qualified Canadians to serve as volunteers for two years in developing countries. There are, at present, 549 volunteers serving in thirty-four countries, many of them as teachers, and some in literacy projects.

Overseas Institute of Canada The Institute provides information to Canadians regarding needs and opportunities in developing countries, and works for the improvement and extension of Canada's participation in international development. It sponsors seminars and conferences, and stimulates research. A major activity is working with 20 organizations in sending books abroad. Book centers are operated in several cities. In 1966 over one million books were shipped to 550 recipients in 61 countries.

Organizations such as the IODE and many service clubs have supplied scholarships, while professional societies such as the Engineering Institute of Canada have assisted in sending experts abroad. Some educational societies like the CAAE have, with their own funds, been sending consultants to plan educational services abroad. These and other organizations are listed in Appendix IV.

d) Universities The universities contribute to educational aid in a number of ways. Students and scholars have come to Canada in large numbers. Faculty members have gone abroad on various projects for several agencies in most of the countries of the world. A feature of this has been the new relationships opened up by French language scholars. Specialized agencies such as the Islamic Institute and the Centre for Developing Area Studies at McGill have been the means of close association in studies and international development between Canadian and foreign specialists. Some Canadian scholars have been used by inter-governmental agencies to make evaluations of aid programs. Four Canadian scholars are serving, or have served as presidents of universities in the developing countries, all of them in countries in which Canada may be invited to provide aid in a literacy campaign. (The countries: Rwanda (Very Reverend G. H. Levesque), Tanzania (Professor Cranford Pratt), Zambia (Professor Douglas Anglin), and Guyana (Professor Alan Earp).) The continuity that develops around these relationships will provide a sound base for further educational work. A particularly useful form of aid abroad is what is sometimes known as "twinning," where a Canadian university enters into a contract with a university in a foreign country to supply some particular form of service over a specified number of years. The University of British Columbia, for example, has had contracts in Commerce with the University of Malaya, and in Adult Education with the University of Rajasthan, and the University of Toronto has had contracts for engineering education in India. A few university faculty members act as faculty advisors each year on the World University Service Study Tour of a foreign country or countries. Invariably this involves a period of intense study of that country. By these means there has been built up in Canadian universities a corps of about a hundred scholars who have had considerable first hand experience in other countries.

The Association of Canadian Universities and Colleges is the channel of contact between Canadian and other universities, administers international fellowships, and provides information on all phases of university life. AUPELF, L'Association des Universites Partiellement ou Entierement de Langue Francaise, with its headquarters in Montreal, assists the association and exchange between French language universities in all parts of the world.

e) Health Agencies The Association of Canadian Medical Colleges, the Canadian Medical Association, the Canadian Nurses Association, and the Canadian Red Cross, have made personnel available for service abroad, and support for organized programs in literacy campaigns in such fields as health and nutrition.

f) Relief and Reconstruction Agencies Many organizations have assisted with relief and food projects. Usually there has been an educational component in the service abroad as well as "public education" at home. For example, when the Red Cross sent its team to Morocco to cope with the tragedy of thousands blinded and crippled by using poisonous cooking oil, extensive classes of education, rehabilitation, and vocational retraining in Morocco were developed within the project. Some of the agencies that may be able to make a substantial contribution to a literacy campaign are:

Junior Red Cross
National UNICEF Committee
Save the Children Fund
Tibetan Refugees
Care of Canada
Oxfam of Canada
Unitarian Service Committee
Canadian Hunger Foundation

The experience of these agencies can be valuable in at least three respects:

i) Their record of responding quickly to emergency situations

ii) Their experience serving on "international teams" with personnel from several countries

iii) Their experience in collecting and distributing material goods and equipment

g) Youth Agencies and Youth-serving Agencies Organizations such as the Boy Scouts and Girl Guides, Cross Roads Africa, Junior Red Cross, YMCA and YWCA, Mundo and Grail, as well as churches, have involved young people in hundreds of international aid projects, in addition to their older volunteers and staff. Because of these experiences, such agencies may be good sources for young people who will volunteer for further service. Many Canadian organizations are taking part in the Young World Appeal, an international project of study and action sponsored by the Food and Agriculture Organization, and a Canadian corporation, Massey-Ferguson, has contributed half a million dollars for administrative expenses. The international program officer is a young Canadian, Angus Archer, now resident in Rome.

h) Organizations With an Economic Purpose The Canadian Chamber of Commerce offers assistance in management training and the organization of chambers of commerce for businessmen in other countries. Scores of Canadian corporations are operating in foreign countries. Naturally they are there to make a profit, in the short run or long run. But some of them, out of "enlightened self-interest," have made major contributions in discovering new economic resources and in providing vocational and technical education. The technical college established by Massey-Ferguson in Colombia and vocational education provided by the Aluminum Company in Guyana and Jamaica are examples. Business and industrial personnel have also been loaned by corporations for aid projects abroad.

The Canadian Labour Congress raises money for the support of two labour colleges, one in Asia and one in Africa, makes available consultants on labour education, and provides training for trade unionists who come to Canada for training or to attend the Canadian Labour College. This Congress has a special department of international affairs. The Confederation of National Trade Unions also has a program of overseas assistance.

The Canadian Co-operative Union, through its organization *Co-operatives Everywhere*, has been offering assistance and consultation to co-operative organizations in the Caribbean and other parts of the world, and has recruited and loaned experts to many countries in Asia, Africa, Latin America, and the Caribbean.

CHAPTER V

SOURCES OF EXPERIENCE, PERSONNEL, EQUIPMENT, AND MATERIAL

Of course the first requirement for any educational campaign is the experience and capacity of able individuals. In the brief survey of organizations, we have noted that some persons connected with agencies here have experience in community development, literacy, adult education, and teaching. The Overseas Institute of Canada has compiled a Directory of Personnel with overseas experience. The first issue contains 1,200 entries, the second an additional 1,500 entries. While not all names are yet recorded, this is a valuable guide to personnel who have had experience in education and technical assistance in almost every country in the world.

Experience and Personnel

We will now review more explicitly the particular kinds of experience and skill that will be most in demand for the World Literacy Campaign and where possible will indicate where the needed personnel may be recruited. Later, we will refer to some kinds of equipment that can be used effectively.

Most of the experts that are required will be engaged and paid by inter-governmental organizations such as UNESCO. However, since in some cases the salary may be low by Canadian standards, it may be necessary to find an appropriate means to supplement it. There is also the possibility of employing, under supervision, a substantial number of volunteers, both younger men and women able to undertake service up to two or three years, and older people, some of whom may have retired but are in a position to offer their services.

1. *Linguistics*

We have noted before that a distinction should be made between teaching illiterates and teaching men and women to use a second language. However, there is a relationship in the skills required by language specialists for literacy and for bilingualism.

Few Canadians seem to realize our good fortune in having two of the languages of widest use in the world, English and French. Most of our efforts to teach English and French as a second language successfully, and our efforts to understand the implications of and become more successful in moving towards greater bilingualism, may be of immediate relevance to many other countries, and to literacy campaigns. Canadian experience in improving methods and techniques, and in using the mass media for this purpose will have application in many parts of Africa, while principles learned by trial-and-error or by research may have much wider application. The studies now going on at Laval University, and financed by the Canada Council and the Ford Foundation, are likely to prove extremely valuable, and scholars trained in this work will be in demand abroad.

Some of the literacy campaigns will be conducted in English, French, or Spanish. Already, in the case of these languages, much of the slow, patient work of analyzing the structure of the language and organizing it in teachable steps has been done. However, even here, there are substantial differences in the vocabulary and usages of the language in various parts of the world and some further work may be needed before the teachers' guides, texts, simple books and newspapers, and other materials, are produced or the classes started.

In most places in India and many parts of Africa the teaching will be done in a "mother tongue." For some of these languages, Hindi, for example, and Bengali, a good deal of preliminary work has been done in language structure. In others, the basic preparation of the language for mass teaching is still to be done.

For these tasks experts in linguistics are needed. The men and women with sufficient experience and ability to plan, initiate, or supervise major projects of organizing a language for literacy teaching are few indeed. Professor William Mackey, of Laval University, has had considerable experience in this matter, and estimates that there are about ten or twelve persons in Canada who would be capable of work in linguistics at this level. However, an increasing number of younger scholars are now receiving training.

The persons that we are talking about, of course, are experts in linguistics and could supervise projects over sizeable territories. By this we mean national campaigns or perhaps in the case of India, campaigns in separate states such as Bengal or Rajasthan. The total number of such positions will not exceed 75-100, in the next five or ten years.

In a report prepared in 1962, Professor Mackey identified courses at Acadia, Alberta, British Columbia, Laurentian, Laval, Manitoba, McGill, Ottawa, Saskatchewan, Toronto, and Western Ontario. Other courses have since been developed. To take a few examples, the Centre for Linguistics at the University of Toronto has expanded considerably, and commencing in 1966-67 will be offering graduate studies. The annual summer school of linguistics at the University of Alberta attracts students from all over Canada, a new university - Simon Fraser - has already developed an impressive program, and Laval, with a substantial new grant, is building up a strong department. Professor Mackey believes that special summer courses or interneships could be devised for the advanced training of some promising young scholars who could then undertake responsibilities abroad.

It seems probable, therefore, that in the next few years Canada could supply, if requested, up to four or five linguists for short-term assignments or perhaps a smaller number for long-term assignments. It is also probable that with a special training program, this number might be increased. In addition to these senior positions, there may be twenty times as many posts for assistants and "internes." Some of the younger Canadian scholars might assist and also develop their own capacity under more experienced men.

We have been concerned with fully-trained linguists. But Canada possesses in its missionaries and some Northern Affairs teachers and administrators, men and women who might be said to have a "technician's" capacity in language. That is, they not only are able to use a language colloquially and forcefully in work situations but also have experience in helping others acquire this essential capacity. This is the level of attainment that most missionary groups have insisted upon for their workers. And yet it is a level beyond that reached by most of our "technical assistance" personnel or teachers.

Persons who have developed a "technician's" approach to language competence and who may be able to assist other technical assistance personnel to do likewise will be needed for most economic and social projects abroad, including literacy campaigns.

The Toronto Institute of Linguistics, organized in 1950, is a cooperative undertaking representing some 29 denominational and interdenominational mission boards and societies. Intensive courses are given each summer at Victoria University where a library and laboratory of practical linguistic materials have been collected. Some work is also offered in the Centre d'Etude Missionnaires in Montreal.

Another source of experienced personnel is the Language Training Service of the Federal government in Ottawa.

2. *Reading Experts*

In addition to the skills of linguists which will be needed in tackling the technical problems of some languages, trained experts in reading will also be needed. Experts will be needed in both English and French (and other languages if possible) and all must be able to prepare new material and pass on their experience. Persons with experience sufficient to advise on reading practices in a major literacy campaign are rare, yet, as in the field of linguistics, younger teachers and scholars are beginning to acquire these skills. With planning, it is possible that Canada could supply a few senior level reading specialists at least for the planning stage of literacy campaigns and more of the younger scholars and teachers would probably be willing to work under supervision.

3. *Educational Planning*

Educational planning as a specialized field is relatively new. The The International Institute of Educational Planning, sponsored by UNESCO and the Ford Foundation, was not established until 1964. At the present time only one Canadian institution, The Ontario Institute for Studies in Education, is in a position to train individuals for planning positions abroad. Of course a number of Canadians have undertaken educational planning assignments in the past on behalf of UNESCO or some other inter-governmental agency. Some were employed in a general consulting role, in relation to a whole system or a major department of education; others gave specialized help in some particular field such as the elementary school, or vocational education.

It is probable that Canada will be asked for specialists in educational planning, particularly if they have both English and French, or if they have some other language which is in common use in education.

4. *Applied Psychology, Anthropology, Sociology*

As we have seen, most of the national literacy projects will require teams of social scientists who can apply their particular disciplines or insights. Very few Canadian social scientists have had much direct experience, although some, like Professor Lambert at McGill, have already an international reputation. A number of men, mostly psychologists, but also sociologists and economists, serve on the Faculty of Education at the University of Alberta and at The Ontario Institute for Studies in Education. Men with some experience applied to education are found in other universities as well, notably Laval and Montreal. The numbers that will be required from Canada may not be greater than five or ten in each category over the next few years and it should be possible to recruit for some of the posts if the right measures are taken in time. Some of the younger scholars have a keen interest in such service and will covet the opportunity to gain further experience in such a field project. An inventory of interested and experienced scholars is needed.

5. *Adult Education and Community Development*

As we have seen, the initial efforts of the literacy campaigns are to be followed up in programs of adult education fostered through departments of education, universities, and other organizations. One of the main requirements will be to provide adult education experts for most of the countries or major regions. The experts will need to help develop evaluation and research, train teachers and administrators, and demonstrate program techniques.

In addition to the Canadian Association for Adult Education and the Institut Canadien de'education des adultes, both of whom have experienced staff members for overseas service, most of the provinces now have departments of adult education, with one or more career adult educationists employed. The Ontario Community Programs Branch has about twenty experienced field officers; Nova Scotia has half that number. About one hundred school boards in Canada have employed adult educationists who have some specialized training, although more than half are in British Columbia. Many have considerable experience in basic education. Experienced personnel are also engaged in about twenty of the universities that have extension departments. The Department of Indian Affairs has an increasing number of trained adult teachers and counselors. At least forty or more agencies such as YMCA's also employ personnel with some training and experience in adult education; so do a few trade unions and cooperatives. Industrial counselors, specialists in management training, and teachers of vocational classes of adults who have experience but no special training must number many hundred.

However, the greatest demand has been and will be for highly trained adult educationists, those who can help plan and initiate major projects including training, curricula, and evaluation. Fortunately, while Canadian institutions were slow to offer such courses, they are now available at the universities of British Columbia, Saskatchewan, Manitoba, Guelph, Toronto, Laval, and St. Francis Xavier. A list of these courses is in Appendix IV.

With planning, it might be possible to supply about two to five senior adult educationists a year for the direction of major projects. Perhaps ten younger staff members who would be serving under some supervision, and as many as twenty-five younger or older volunteers, might also be recruited.

6. Teacher Training Institutions

Canada is well supplied with institutions that prepare teachers. Unfortunately, few of the staff have had much experience with the problems of adult illiterates. A few of the reading specialists have skill and experience that is applicable and some of the men and women have been preparing teachers who will work with Indians and Eskimos.

It would be possible, if there are many requests, to select a few able "teachers of teachers" and give them a special course concerned with the special problems of the adult illiterates, to be carried out at The Ontario Institute for Studies in Education, Althouse College, or the University of Saskatchewan. In this way Canada should be able to supply some of the requests that will be made to her. It is also possible, and would probably be beneficial, to offer a unit of training concerning "functional literacy" to most of the Canadian teachers who are going abroad under a Canadian aid project, and thus prepare them in part for the kinds of demands that they may receive when in the field.

A similar preparation for the special problems of the illiterates might be given to some of the volunteers of CUSO and other agencies. Such a brief exposure does not make anyone an expert but it does furnish some of the understandings on which an able teacher can build when engaged in the field.

Institutions such as the Coady International Institute, on the campus of the St. Francis Xavier University and Institut Desjardins at Levis have valuable experience in training men and women for community development and might also be used for training those who will go abroad in literacy campaigns.

7. *Library Services*

In most of the provinces of Canada there has been a rapid development of regional and travelling libraries by which books are made available to people who may be scattered over hundreds of communities. This kind of problem is also encountered in many of the developing countries.

Because of their experience in extension work at home, some Canadians have given invaluable service in developing library systems abroad, for example, in Trinidad and Jamaica. This service could be repeated in countries where there is a major literacy campaign and where there is the resulting need to establish book sources for teachers and eventually for the new literates.

Library experts who go abroad must be competent to help with many problems of new libraries - sources of books at the level of need, organization, and administration, using rather primitive library equipment, incorporation of other materials for learning (audio-visual, for example), maintaining book stocks under different kinds of weather conditions, care of mobile equipment. Most of all, they must be adaptable because many of the book problems associated with literacy campaigns are still to be solved in practice. In the field, libraries may need to be established in bazaars and market-places, or carried to the reader on bicycles or in other ingenious ways which have been pioneered by Literacy House in Lucknow and other centers.

Some of the volunteers who are being trained as teachers might also be given a short literacy training experience.

8. *Correspondence Study and Programmed Learning*

It is probable that there will be extensive use of both correspondence courses and programmed learning materials in many of the literacy campaigns. The first and foremost use will be for the administrators and teachers themselves, but later the ablest of the newly literate students will be enabled to use the same services.

A few score people in Canada have had experience in organizing correspondence programs. They are to be found in departments of education in British Columbia, Alberta, Saskatchewan, Ontario, and Nova Scotia; in such universities as Queen's, British Columbia, and Saskatchewan; in the Department of Veterans Affairs, and in several commercial correspondence agencies. Perhaps as many as ten individuals in Canada have had sufficient experience so that they might be helpful in designing a new system of correspondence study and preparing course writers and supervisors. However, if there is a demand for additional persons, they could be trained in a special course offered in one of the universities.

Canadians with experience in organizing or writing courses for programmed learning are not numerous. Some are in school systems and some are found in commercial publishing houses. However, while experience is essential, the skills and knowledge can be acquired and can be taught. If persons with skill in writing *programs* are required, arrangements could be made to give special training to individuals who have the other essential qualities.

9. *Publishing and Other "Mass Media"*

Every literacy campaign will depend heavily on those who can make educational resources available to people spread over great distances. A few persons will be required who understand the uses of and the particular advantages or limitations of print, radio, film, television, and other media of communication. Anyone who could not appreciate the role of the cinemas in India, or the very different role of radio in the Arab world, to take but two examples, will lack major insights about how to plan for literacy campaigns in these two regions. Canada can supply a few "general" experts in the mass media who will be used to motivate, to reinforce the literacy classes, and in the follow-up continuing education phase.

There will be a publishing component in every campaign - reading materials for teachers, teaching materials for the first and second stages of the literacy class program, and easy reading materials for new literates, perhaps in a newspaper form.

In most countries there are already men with printing and publishing experience. Yet few people know very much about the most appropriate means of preparing printed material for an educational task. Three Canadians, one an expert in school publishing, one a university publisher, and one an expert in typography and design, have rendered invaluable service already in developing countries. It should be possible to find and make available a few more such men where needed. They must be men, in every case, who not only know their field but are flexible and can adapt to circumstances in which the level of technology or of skill in using language may be low. It is essential that all of the experts sent also have the capacity to teach others.

It is also probable that there will be posts in the literacy campaigns for a few men skilled in all kinds of printing and duplicating, particularly those who can teach their skill. People with printing experience may also be recruited for the volunteer programs.

We will deal in a later section with the need for various kinds of reproduction equipment.

10. *Radio*

In most countries the most widespread and important broadcasting medium is radio. Radio is effective in literacy campaigns at the early stage of motivation and preparation, later in providing such additional material during the teaching stages as news and stories, still later in the follow-up stage in providing many forms of materials - news, stories, and drama.

Canadians have had experience in helping establish programs, particularly for rural people, in such countries as Jamaica and the other West Indian territories, Colombia, Ghana, Togo, India. Canadian experience in programs like Farm Forum seems to be applicable to people under other cultural circumstances. The Canadian term "farm forum" has become almost a generic term to denote educational programs by radio for rural people. It should be possible for Canada to provide a number of experts in radio broadcasting. Of course it may be useful to give some of them an orientation to the cultural environment, language, and broadcasting policies of a particular region, either before leaving Canada or after arriving in the field. Some technically trained men may also be needed who are able to work with equipment that is sound but may be obsolete in Canada, and train others to handle it. All personnel in broadcasting who go abroad ought to be persons who can teach others.

11. *Films*

Canadian films are very widely used throughout the world. For example, labour films have been used in courses with management and trade unions in the West Indies, India, and Africa, where one might have assumed that the cultural differences would make such use extremely unlikely. Some Canadian teaching films and teaching film strips are applicable because the material contained in them is on the curriculum of schools elsewhere.

The role of Canadian films abroad was summarized in the External Affairs Monthly Bulletin for November 1966:

> The cinema screen is a valuable aid to education in parts of the world where few people can read or write. The educational film has the advantages over more traditional methods of communication that it can appeal to vast audiences speaking a variety of tongues, can convey a simple, mobile equipment mounted in specially-designed vans.
>
> UNESCO recognized these assets some years ago when it was drafting its plans for educational development in regions of the world having high rates of illiteracy. The success of the UNESCO experiment was apparent by the time Canada began to develop its program of assistance to the French-speaking countries of Africa in 1961. Since, at first, Canada was able to make its best contribution in the form of educational and technical assistance, it was felt that cinema vans, supplemented by National Film Board productions, would be the most effective use of limited resources.
>
> The films, which are primarily educational, cover such topics as agriculture, art and literature, industry and national resources, health and welfare, science, sociology, transportation and communications. They are also a useful means of telling Africans more about Canada and its people.

The first mobile units, valued at $7,000 each, were sent abroad in 1963 under the development-assistance programs of the External Aid Office. Late in 1965, additional equipment was sent to Senegal, Uganda, Chad, Guinea, Rwanda and Gabon. An NFB representative went to Guinea and Gabon in July 1966 to instruct Africans in the use of the equipment. A crew of two Africans is attached to each unit.

In September 1966, four of the vans were presented to the film unit of the Ministry of Information, Broadcasting and Tourism in Kampala, Uganda, by the Canadian High Commissioner, Mr. Alan McGill. The units were equipped for action, with a petrol electric generator, a projector, an editing unit, film rewinders and a tent with a camp bed. The Minister of Information of Uganda, Mr. Alex Ojera, said that the vans would be able to show educational films to more than 200,000 people.

The vans have been built entirely in Canada, with equipment supplied by International Harvester, Bell and Howell, National Sound Services, Park Photo Supply Company, Anglophoto and Terry Machinery Company. The National Film Board coordinates the efforts of the various suppliers.

Several Canadians, James Beveridge and Morten Parker, for example, have had valuable experience in training film producers abroad. Men like Tom Daly have taught film production techniques to a generation of Canadian and foreign producers. Norman McLaren pioneered a new concept of filmstrip production for literacy and public health education in two Asian countries. Ross McLean has guided several countries in the organization of film services. Several Canadian communications engineers have designed communication systems in several countries.

Just as important as the actual films or equipment, is Canadian experience in distributing and using films for education. There may be applications in many countries of the "film circuits" developed during the days of World War II and immediately after, of the film councils and film pools, of courses in projection techniques, and of courses in film utilization. Some of the men and women who developed these programs and services have recently retired but some of them might be available and their experience can be taught to others who may be going to the developing countries. Perhaps as many as twenty experienced individuals could be available as senior volunteers or as teachers of younger volunteers. This is one of the skills that might be taught as well to teachers, librarians and young people in CUSO orientation programs.

12. Television

In about half of the countries in which Canada may be involved, there is at least one television channel. In the beginning, television will be used most frequently, perhaps, for the preparation of teachers as well as for motivation and preparation of adults to undertake their education. Later, however, as at least one set becomes available for a village or factory, it may also be used in direct teaching. Experience in the United States, Puerto Rico, Japan, and Sicily, indicates that television is an excellent form of instruction in literacy.

Canada is already supplying technical advice on communication systems, particularly television, in several countries of the world, through the CBC and also through private consultants such as the N. J. Pappas Company. Where this is being done, it is usual that advice and training in administration and programming is also supplied. The chief need will be for persons who are competent to help plan whole TV systems, or advise on installation or use of a closed circuit system (perhaps for the preparation of teachers) or advise on the best utilization of programs conveyed to villages or factories by television. The personnel that are required are scarce and few of them have had experience directly in literacy. However, it should be possible to build up a body of experience about the use of television in basic education for the guidance of those who are called for this kind of duty.

This is one field in which the technician is a partner in the educational program, and capable, well-trained technicians who can adapt and innovate, and also teach others, will be required.

In a later section on equipment we will refer to a number of new devices such as the "talking typewriter" that conceivably might have some use in campaigns for literacy. Associated in any such plan is the need for capable personnel, both technicians and program experts.

Materials and Equipment

It is not difficult to identify the main needs for materials and equipment:

1. *Printing and reproducing equipment of all kinds.* It is probable that every item of usable equipment, typewriters, mimeography, copying, dittoing, multilith, offset, and most forms of printing presses, can be used in some part of the world for the literacy campaign. One of the most dramatic and successful stories of reducing illiteracy, is the use of mimeographed community newspapers in Liberia, and reported in the UNESCO publication *Rural Mimeo Newspapers*.

Much printing equipment is manufactured in Canada. Some of it may be outmoded here, particularly those machines that require a large number of employees. But for many years to come the equipment will have continuing usefulness in other countries with different technology standards and a different kind of labour force. Recently the Pacific Press Company in Vancouver changed over their presses and made a gift of two presses to a UNESCO project in Mexico and Ecuador where the presses have been used to step up production of booklets and pamphlets. It is hard for

Canadians who have not lived abroad to realize how valuable may be our "surplus" books or equipment. During the last year a mobile offset printing unit has been produced in Holland, designed specifically for the developing countries with literacy campaigns. This is the kind of initiative that Canada could supply.

2. *Television* Equipment for motivating or teaching illiterates, or for teaching television production and servicing, may be required in some countries.

i) Closed circuit systems for teaching;
ii) equipment for training technicians and program personnel;
iii) receivers.

Of course, an entire low cost system would be used to advantage in many national literacy campaigns. Such a plan was recommended for India by a CBC vice-president several years ago. Most of the necessary equipment is manufactured in Canada and may be available through the CBC or the private stations.

3. *Radio* A great deal of equipment, including transmitters and studio equipment, can be used by universities and departments of education in literacy campaigns. Example: one or more low power transmitters as well as transistor receiving sets for village work in India.

4. *Film projectors, slide projectors, filmstrip, tape recorders* It is probable that much literacy work could be aided by films. There is a heavy demand for 16 mm. film projectors. With 8 mm. sound projectors, many inexpensive training films for literacy could be produced. Slides and filmstrips can be extremely valuable in literacy work. The new black daylight screens will be extremely useful for out-of-doors projection in bazaars and courtyards. It is probable that some surplus equipment can be found in Canada.

5. *Moveable chalk boards,* flannel boards, puppet stage equipment, and silk screen equipment for posters and wall newspapers are also needed.

6. *Paper* Tons of newsprint are required for newspapers for new literates and sometimes to be used in place of blackboards. So is paper of all grades for primers, teachers' manuals, books, and pamphlets. Canada has vast supplies of the paper required. One of the most effective contributions by Canada in East Africa was a donation by the External Aid Office of 160 tons of paper to the East African Literacy Bureau in Nairobi for publishing texts and readers.

7. *Mobile vans* Travelling libraries, travelling printing presses, travelling film vans, travelling museums, and combinations of them, are needed.

8. Other equipment Some of the "newer" kinds of equipment may be of value. In particular we cite:

- i) The "talking typewriter" or some low-cost modifications of it;
- ii) improved chalk boards and projection screens;
- iii) some low cost applications of computerized instruction, at least for teachers and administrators of literacy programs.

9. Books in English and French primarily for teachers but also for new literates. The organizations associated with the Overseas Institute of Canada have been able to increase their volume from a few thousand to a million books in 1965 and again in 1966. It seems quite conceivable that at least a million books more could be collected in Canada every year for several years. The Institute is in touch with hundreds of schools, library projects, and literacy projects, and can guarantee that all books will be well used.

10. Scribblers, pencils, pens, erasers, art materials, poster materials, perhaps school desks. There is no limit to the volume of these supplies that can be used, although a limit may have to be accepted because of shipping and handling costs. In the Rwanda project in Quebec, thousands of dollars of valuable supplies were collected and sent to Africa and this activity can be duplicated in several provinces.

Assessment of Canadian Programs Abroad

A number of Canadians have argued that one major weakness of Canadian overseas aid, both that under governmental and non-governmental auspices, is that there have been insufficient field studies in advance of the project, and almost no assessment of results. The Canadian record in evaluating what has been accomplished is dismal. Most voluntary organizations make some attempt but have been hampered by lack of funds. There seems to have been no appraisal of government programs except the auditing of accounts and the filing of reports of field officers. Having been in the field on several occasions, it is our belief that most Canadian projects will stand up to the most rigorous kind of scrutiny. However, it is probable that most of them can be improved in the light of experience and it is time that we were able to learn from both successes and failures. Only in this way will our work improve. We illustrate what we mean with two examples:

i) In 1965-66 Msgr. Francis Smyth, Director of the Coady International Institute, was enabled to travel to a score of countries to visit projects and talk with "students" from these countries who had studied community development in the Coady seminars. This experience has made it possible for the Institute to make a number of changes in curriculum and method. Such an "internal" assessment might be supplemented some time by a scholar not directly identified with the Institute.

ii) In 1965 Dr. Helen Abell of the University of Guelph conducted a study of the Farm Radio Forum project in Ghana. These programs are based on Canadian experience. The study was initiated by UNESCO and supported by the External Aid Office, but it has not been published. We would suggest that every major program of aid should be appraised in some suitable fashion, although it may not always be possible to mount a full research project. In particular, we suggest that some assessment be made at once of the impact of farm radio programs based on Canadian experience but carried out in French African territories such as Togo, and the results of the use of mobile audio-visual vans that have been supplied to many African countries.

We believe that systematic investigation of the results of these programs, and experience in literacy projects by Canadians, or aided by Canada, will provide much information and many useful insights both for Canada and for the work abroad.

CHAPTER VI

A PROGRAM FOR ACTION

A Summary of the Main Conclusions and Recommendations

The recommendations that follow are grouped under three main heads:

1. Those having to do with basic education in Canada. Since this is not the main purpose of the enquiry, a few proposals only are made, *en passant,* about how the problem should be handled.
2. Those involving the education of the Canadian people about the importance of literacy and the World Literacy Campaign.
3. Action by Canada in support of the World Literacy Campaign.

These resolutions are directed, in the first instance, to the sponsors of the study, namely, the Canadian National Commission for UNESCO and the Overseas Institute of Canada. However, to be as practical and relevant as possible, the author has, in a number of cases, suggested specific agencies or possible mechanisms that might be engaged in carrying out the particular proposal. In no case has the agency named been asked or has agreed in advance to accept such a responsibility.

I. A Basic Education for all Canadians

1. The representatives of all of the nations, *including Canada,* meeting at the Teheran Conference and again at the General Conference of UNESCO, have urged all countries to repair deficiencies in basic education at home as well as assist in the World Literacy Campaign abroad.

2. There are in Canada about a million adults who have had no more than a Grade 4 education, and more than a million more who do not have the equivalent of an elementary education, about two million in all. If the matter is tackled with energy, it will be possible to reduce the number of those who lack a basic education almost to zero within a decade.

3. The first task is to persuade those in a position to act that the problem can and should be tackled resolutely and within a firm time limit. This is a deficiency that should have been eliminated before 1967 and no further time should be lost. We suggest the decade 1968-1978.

4. The agencies that will have the main responsibility are the Departments of Education of the provincial governments, the boards of education in the towns and cities, the Manpower Division and the Department

of Indian Affairs and Northern Development of the Federal government. However, action should be stimulated by the Canadian Education Association, the Association Canadienne d'education de langue francaise, the Canadian Association for Adult Education and the Institut canadienne d'education des adultes. In addition, cooperation will be required from the Canadian Broadcasting Corporation, the Association of Canadian Broadcasters, the National Film Board, organizations of the daily and weekly press and the educational publishers.

5. Names are important. We believe that while the term "functional literacy" will be used outside of Canada, its use within Canada will create confusion and resistance and that some satisfactory equivalent should be employed. In North America the terms "adult basic education" or "basic education" are being used with increasing frequency. There is no final agreement about a definition but the terms are usually used to mean an education for men and women comparable to that offered by an elementary school.

Neither the name chosen, nor the program should be such that it will limit or put an end to effort. Adult basic education should be considered the *minimum standard for everyone.*

6. In order to provide a coherent plan, and to have direction and stimulus, such a campaign will need imaginative, energetic and sustained leadership. We recommend that the plan advanced by the Canadian Association for Adult Education to establish a Council for Adult Basic Education in Canada be supported.

7. Any viable plan for achieving adult basic education will need to be based on research, and the preparation of effective teachers. There is experience from Canada and abroad to be sifted, tested, appraised; there are materials to be constructed and evaluated; there are people to be trained. We propose that at least one teacher-training institute operating in both languages, or one in each language, be invited to establish a special department or departments on basic education, supported by funds from the Manpower Division, and begin the work of research, development and training. They should, of course, work in harmony with the Council for Adult Basic Education. Their work will be assisted materially if it is carried on in relationship to current plans for training and research in community development at several institutions in Canada, the development of new curricula for Indians at the University of Saskatchewan and the improvement of services to immigrants by the Department of Citizenship in Ontario, to name three examples.

8. Contrary to what is commonly believed, the largest numbers of the undereducated are in cities, not in rural districts. The chief means to raise standards will be classes offered by the night schools and Federal-Provincial training programs. However both immigrants and the indigenous people have special problems that will require special approaches.

9. It is to be hoped that in addition to activities by government departments, many kinds of private agencies - Frontier College, YMCA's, churches, ethnic societies and others - will be encouraged, and given financial assistance, to offer educational programs as part of the general plan.

10. Attention should be given in Canada to some of the improvements in method and the possible use for basic education of such new equipment as the "talking typewriter." An important part of research and development will be to test out the most promising new possibilities for teaching adults.

11. A major force in achieving this goal will be broadcasting, films and the press. The importance of these media should be recognized and the participation of those responsible fully assured by their representation on the Council for Adult Basic Education, in the work of training, research and development, and in the allocation of funds.

12. If such action is taken, the capacity for Canada to aid in the World Literacy Campaign will also be enhanced and the creation of a Council for Adult Basic Education will provide an effective means for fostering close relationships between basic education at home and abroad.

II. Information to Canadians about Literacy and the World Literacy Campaign

Along with all other countries, Canada has been urged to acquaint Canadians with the consequences of illiteracy and the dramatic efforts that are being made to eradicate this world wide problem. A campaign of public education may result in obtaining public support for measures by governments, as well as increased private giving.

There is the possibility as well, that as Canadians learn of such campaigns abroad they will be less likely to tolerate conditions of at least ten percent of Canadian adults lacking basic education.

There is one more reason. Because of demonstrated interest, Canadians deserve to know more about one of the great adventures of our time, something never equalled, indeed never attempted, before. So far the World Literacy Campaign is a secret over which our press and broadcasters have scarcely stumbled. The drama involved in the effort of several millions of men and women to obtain new skills and grasp new meanings ought to be shared. Canadians may develop a genuine pride in the accomplishments early in this century of *les peres blancs* or a Margaret Wrong or a George Bryce or today of a thousand teachers and volunteer teachers. There are few, if any, more absorbing stories in our history as a nation.

1. The story of the World Literacy Campaign is clear and simple. It needs to be told in ways that emphasize its significance to economic and social development and (perhaps) to world peace. The relevance to Canada needs to be pointed out and its effects on the lives of people given dramatic presentation.

Most of the materials, facts, anecdotes, pictures, from which to fashion this story are at hand or can be collected easily. Many reports and some films are available from UNESCO and other international sources.

We propose that one or more persons, at least one in each language, be assigned to the presentation of the basic story in a pamphlet or booklet. At the same time, the writers could assemble or identify the sources of other material to be used in press, magazines, journals, films and broadcasting. All Canadian organizations should be asked to assemble historical records, reports, pictures and films dealing with their work in literacy abroad.

When the basic material is prepared, representatives of all media should be invited to employ it in their production schedules. Of course, the experience of Canadians in picture form or in their own words can be the most effective of all.

2. In addition to the mass media, all organizations with journals or other media should be encouraged to carry appropriate stories related to their particular constituency. In this way at least 2-4 million Canadians can be reached. Information about such a campaign might also be imparted to students in elementary and secondary schools, community colleges and technical institutions, and to many educational classes for adults. Conferences and seminars on the United Nations, international affairs, and education provide particularly good opportunities for presenting this material.

3. What Canada prepares for Canadians about the World Literacy Campaign may also interest people in other countries. There may be a very large world audience for films and video tapes of the way Canada interprets and takes part in the World Literacy Campaign.

4. Specific proposals for organization and administration will be made later.

III Action by Canada in Support of the World Literacy Campaign

1. *The World Literacy Campaign is a matter of urgency for all countries* It is now better understood that there can be little economic and social progress in most parts of the world under the burden of illiteracy. Despite many national efforts to catch up, the problem has become intensified because of such factors as rapid population growth. Only an international, only a large scale effort will reverse this trend.

Moreover, despite the use of the word *literacy*, the present campaign goes far beyond the acquirement of a few elementary skills. In each country the literacy program will be an integral part of economic and social planning, and will result in information, skills and attitudes essential for achieving national goals in food, economic change, population control, improved health and political stability.

It is in the self interest, as well as in the common interest, for all countries to participate as effectively as their circumstances permit, in this international effort.

2. *Canada has substantial resources to share in the Campaign* We have reported that Canada does have a substantial number of the kinds of personnel that will be most needed as well as most of the kinds of equipment and materials that will be required in the World Literacy Campaign. Far from being lacking in resources, Canada has them in unusual measure.

It is probable, as well, that to the extent that Canada takes part in the international effort, a corps of able people and a body of experience will be developed that will be of singular value in facing the task of giving at least a basic education to all Canadian adults.

3. *The World Literacy Campaign satisfies the criteria that Canada applies in the selection of its aid projects* The following criteria are usually applied in the selection by Canadians of international development projects:

Does the project assist the developing country in its economic and social advance and move in the direction of independence?

Are the countries those for which Canada has assumed responsibility?

Since Canada's resources are slender, is the amount of aid sufficient to obtain an important result?

Is the project one in which Canadians and Canadians of all kinds can participate?

Is Canadian participation wanted?

To an unusual, perhaps unique, degree, the Literacy Campaign satisfies all of these criteria. A relatively small investment in personnel, materials and equipment can result in the education of hundreds of thousands, perhaps millions of people, building a foundation for programs for economic and social advance. Moreover, this is an effort in which scores of Canadian organizations and thousands of Canadian citizens can share as well as their governments.

4. *Canada's plan for participation in the World Literacy Campaign should be flexible* It will be essential for Canada to adopt a design or a strategy for its participation in the World Literacy Campaign but the plan should be one that allows for many kinds of participation:

i) through multilateral or bilateral arrangements;

ii) by responding to requests and also by taking initiative;

iii) by supporting a number of different projects and also by selecting one or more areas of concentration;

iv) by choosing projects which allow for both action by governments and by non-governmental organizations.

Two supplementary and complementary principles need to be kept always in mind. On the one hand, Canadian aid should be *responsive,* it should assist countries and organizations where there are well-developed plans but where an assistance to achieve success is required and requested; on the other hand, the kind of aid and the forms of organization that are chosen should be those that will achieve the greatest impact. Canada's resources though substantial, are modest in the face of the need and must be employed with responsibility.

5. Both multilateral and bilateral efforts can be fostered Since the main Literacy Campaign will be under the direction of UNESCO, much of Canada's effort should be expressed as part of, or at least in harmony with, these central plans. We believe that, in increasing measure, Canadian aid, whether under governmental or private auspices, should be related to or be consistent with well-planned multilateral aid programs fostered by the UN and the intergovernmental agencies.

However, it is possible that Canada may be invited to undertake direct responsibility, on behalf of UNESCO, for assistance in a literacy campaign in one or more countries. This would involve a bilateral project under contract between Canada and the specific countries.

It is also possible that Canada could be associated with one or more countries in offering assistance. For example, Canada might be allied with Australia or New Zealand in a literacy project in Asia or Africa.

It is also possible that Canada might concentrate its efforts through providing a specialized service such as educational planning, or providing a certain commodity such as paper, for a number of countries.

6. Canada should not only respond to requests but assume some initiative in the formulation of proposals The policy of the External Aid Office with respect to assistance abroad has always been one of response to requests. There are many good reasons for this policy which we need not review.

However, few if any, requests have ever reached the External Aid Office concerning literacy projects. In the memorandum of the Office quoted earlier, it is stated that the probable reasons for a lack of requests are that they would go instead to the National Commission for UNESCO or that the foreign governments did not place a sufficiently high priority on such requests. This conclusion does not seem to be fully justified. In discussing these matters with educational officials in four developing countries, the author was told that these officials *did not know* *that Canada would respond to requests respecting literacy and therefore had never made any requests.* On the other hand, a number of voluntary organizations in Canada have been receiving requests respecting literacy programs over a number of years.

We believe that if a policy of response to requests is to be pursued effectively, that UNESCO and the developing countries will need to be informed about the willingness of Canada to respond and about the kinds of assistance that Canada is prepared to offer. This will require a well-documented inventory of resources.

We also believe that a decision should be made by the External Aid Office, and by non-governmental organizations as well, about the extent and kind of assistance they would favour, and that discussions should be held with UNESCO and other officials to ensure that appropriate requests are received and appropriate response is mounted.

We also believe that Canada can provide personnel or material in aid of a number of projects but should also concentrate its energies in one or more comprehensive campaigns within one or more countries or areas.

7. *Many agencies and organizations can and should be involved* It is not possible for Canada to participate effectively in the World Literacy Campaign without the support of many governmental and non-governmental organizations. Or, to see it in its real perspective, the participation by many groups and individuals in such a common enterprise can be an important by-product.

a) The Federal Government is directly involved, through the Department of External Affairs and other Departments. Any plans for assistance in literacy should be consistent and coherent with Canadian policies in international aid. Much of the aid needed can be provided under present External Aid programs. Initiatives already developed by the federal government in assisting with transport of personnel and goods should be extended.

b) The largest resources for any educational campaign are under the provincial departments of education and the boards of education. We have noted examples of leadership provided by departments and boards; the *Operation School Supplies* project undertaken by the Ontario Department of Education in 1965 is one example of what can be done.

c) There have been some excellent examples of assistance by corporations in educational aid projects. However, perhaps due more to the negligence of educationists rather than of businessmen, the assistance of corporations in this work has been much less than is possible or desirable. Obviously, corporation gifts, or special price concessions will be needed on a range of material and equipment: paper, reproducing equipment, mass communication equipment, school supplies, and in transportation. We have mentioned as examples the gift of presses by the Pacific Press Company and assistance in transportation by the Aluminum Company of Canada. Perhaps of even greater significance will be the involvement of management of these corporations in the planning of Canada's efforts.

d) Literally hundreds, perhaps thousands, of Canadian organizations can have a part. Many can supply equipment or money as was the case in The Rwanda Project in Quebec, or help enlist volunteers, or act as hosts to literacy officers who may come to Canada to study.

e) There are opportunities for hundreds of thousands of individuals to contribute money and things, (through the UNESCO Gift Coupon program to name one form) and for some individuals to offer many forms of service.

All of these contributions are available and we will suggest later the means by which they may be employed.

8. *Canada should accept one or two major contracts* Funds from international sources are available, under UNESCO direction, for assisting a number of countries in their literacy campaigns. These countries were selected because their literacy plans satisfy the criteria developed.

However, a number of additional countries, perhaps as many as forty, have satisfied or will also satisfy the criteria. For them there are insufficient funds in the international budgets.

Canada, and some other "developed" countries, may be invited to assume responsibility for a comprehensive literacy project in these countries.

We would propose that Canada does accept a contract to provide the major services in one or more literacy campaigns. Depending on resources assigned, this might be undertaken with one country where English is the language of instruction or in use by teachers, one country in which French is the paramount language, or one country (such as Cameroun) where both English and French are needed.

For example the choice might be Zambia and Senegal in Africa, or a state of India such as Rajasthan and Laos in Asia, or Guyana in the Caribbean and a French African country.

We believe that by concentrating effort in one or more places that greater impact can be achieved with the same expenditure of funds. It will be possible to back up the main project with assistance from teachers' federations, religious groups, corporations and voluntary organizations of all kinds.

We also believe that by having a greater measure of direction over such projects, by having responsibility for all phases of the campaign, much more will be learned than if all Canadian efforts are offered as individual parts of international projects, with little chance for planning and continuity.

9. *Such a contract would cover many forms of service over a period of years*

a) The contract would be for three or five years, long enough so that a major program could be planned and initiated.

b) The services offered would cover all aspects of the campaign.

- i) assistance in planning of all three stages
- ii) provision of expert personnel: psychologists, sociologists, linguists, reading specialists, educational planners, teacher training specialists, experts in printing and mass media, etc.
- iii) preparation and evaluation of materials for all three stages
- iv) evaluation and modification of programs
- v) development of program materials and techniques
- vi) training and research
- vii) provision of material - paper, books, printing presses, etc.

c) In addition to projects provided through tax funds, corporations, cooperatives, trade unions, and many voluntary organizations might also develop projects in the same country or countries.

d) Such a campaign would need to be well planned. It would be essential to have one or more teacher training institutions undertake some responsibility over the period of the contract, for orientation and preparation of staff as well as research and development work. OISE or Althouse College, or the University of Alberta might undertake this in English; perhaps the University of Montreal in the French language. This would also be the means of making available to Canadian teachers and administrators experience gained in other parts of the World Campaign.

e) It is also possible that other institutions might accept responsibility for a particular aspect of the plan. For example the Ryerson Institute of Technology might undertake the responsibility for supplying personnel and training in Canada for journalism or broadcasting associated with literacy.

10. *Canada should also respond to requests coming from national and international sources* We have argued that there should be some concentration of effort, and a comprehensive project offered in one or two areas.

But Canada has the experience and resources to support other projects as well as these major concentrations. We believe that both persons and material resources should be made available under certain conditions.

As far as possible the aid should be rendered in the countries where Canada now has interests.

i) Contractual relations under the Colombo Plan and other similar agreements.

ii) Where either French or English are the main languages of instruction.

iii) Within the western hemisphere and in particular in the British Caribbean. However, some assistance might also be given in Latin America.

iv) Where there is already some Canadian involvement in education.

11. The chief requirement will be trained personnel As we have seen, experts will be required to serve in a UNESCO program in various parts of the world.

a) An inventory should be maintained of men and women in Canada and Canadians living abroad who have special qualifications for the Literacy Campaign: educational planning, psychology, anthropology and sociology, teacher training, linguistics, reading, educational publishing, educational films and broadcasting, and adult education.

b) Many of the posts offered will provide a salary and suitable working conditions. However, in other cases the salary may not be of a satisfactory standard to attract people of the unusual qualifications required. Yet these posts should be filled. Arrangements should be made under circumstances where it is warranted, for the External Aid Office to assume part or full responsibility for extra salary and expenses on some satisfactory basis.

c) Where possible such experts should be used before and on their return to Canada as participants in training, research and development in Canada's Basic Education program.

d) It may also be useful to identify positions in various countries, where less well-trained personnel can be employed, working under supervision. These might be "language technicians", or teachers. Some of the posts might be filled by older "volunteers"; some of them might be the kind of posts now filled by CUSO.

However, two reservations need to be stated:

i) These positions must be considered as part of the literacy campaign and not primarily where able young people can gain valuable experience.

ii) It may be necessary for Canada to supply the salary and expenses for these posts. (Sometimes even the small honorarium required by CUSO is a barrier to placing a person in a particular position.)

12. Some forms of training will be needed for Canadian personnel going abroad It can be assumed that experts recruited for the literacy program will have already the special knowledge and skills required. It may be necessary however to supply some orientation respecting the region in which they will serve and perhaps a "crash" program in elementary language skills. The main requirements for such experts will be a place with ample facilities to prepare themselves in advance, draft reports and conduct research and follow-up studies upon return.

Technical personnel recruited to set up and train technical personnel abroad (e.g. printing presses) may similarly need some orientation or elementary language training.

The "volunteers" and other personnel may need to be given training in the particular literacy tasks they will be expected to perform.

It is probable that a small number of men and women engaged in this program may wish to take a doctoral degree in educational planning or adult education and make this work a career.

These different but related aspects of training could be provided at a single institution or might be offered in two or three institutions. However, it will be essential for any such institution to provide qualified staff and library resources.

One possible training institution is The Ontario Institute for Studies in Education. The faculties of Education in some universities such as Alberta, British Columbia, Montreal, Western Ontario and such specialized institutions as the Coady International Institute and Institut Desjardins are also possibilities.

13. Research and Development must be considered along with training It will be abundantly clear that while there is considerable knowledge and experience about literacy, a great deal of research and development is still required. This should be done whether Canada undertakes a major contract or not. The information acquired should, of course, be made available to all responsible bodies, either governmental or private.

A program to test the application and utility of relatively new devices such as the "talking typewriter" for literacy work should be initiated at once.

One of Canada's teacher training institutions should be invited, and assisted with funds, to make some assessment of experience in the literacy campaign that may have particular relevance to Canada's needs in Basic Education. This should be an on-going program.

As an aspect of this assessment some effort should be made now to assess the results of such Canadian overseas development projects as

i) farm forums in Ghana and Toga,

ii) use of film vans in ten African countries, and

iii) adult education and literacy project of the University of Rajasthan.

Such assessments may have two purposes - to guide the External Aid Office in replying to requests for similar kinds of assistance and, possibly, some application in Canada.

It will be necessary to keep in touch with all Canadians who take part anywhere in the Literacy Campaign, to receive information and reports from them, and use their services where possible for assessment and review of the program as it develops.

A project should be initiated and funded whereby one or more Canadian experts will, with colleagues in another country, devise, test and publish a programmed learning text for literacy teachers. We recommend that the first application be in India in the Hindi language in collaboration with Literacy House in Lucknow, the Department of Education in Jaipur, and the Ministry of Education in New Delhi. When the text has been prepared, tested, revised and published, it might be adapted and translated into other Asian languages and (possibly) adapted for use in other parts of the world.

Some of the costs of research, training and development can be carried in the budgets of present teacher training institutes. However, to be effective, some additional staff who will specialize in these problems may be needed.

14. Equipment and material The need for equipment and material in the countries where literacy campaigns will be conducted is urgent and for many years to come will be insatiable. Plans should be made to plan the Canadian response to these needs not just for a single emergency, or for a year or two, but for at least a decade. Almost all material of every kind useful for education is required.

Material aid will be needed both for a comprehensive Canadian effort in one or more countries and in response to many specific requests that will be made to Canada. Two things are needed; first, a better understanding by Canadians and Canadian organizations of what is needed, and second, the development of practicable efforts to receive, store, pack and send material where most needed. The success of such different efforts as Unitarian Relief, the Overseas Book Centre and Operation School Supplies should be a warrant that appropriate means can be applied.

One possibility would be to select one Canadian agency as the central "expediter" for each kind of equipment. For example, the Overseas Book Centre might become the central agency used by everyone for the handling of books. Of course, if it were selected for this task, the Centre should be provided with financial assistance for maintaining warehouse and a small staff, and given assistance in shipping. Other agencies might also be given central responsibilities for other kinds of equipment under similar conditions.

It is probable that there could be a considerable saving in money, and gain in efficiency if one single agency undertook all of the "expediting" tasks for all of the material associated with the Literacy Campaign. Most of the problems associated with collecting and shipping any kind of equipment are similar and experience gained in respect to one material would be useful in respect to others.

Moreover, there might be a considerable saving in cost if common warehouse facilities were used. The Overseas Book Centre has developed warehouse centers in several cities and such arrangements would be needed for other kinds of equipment as well.

Most of the labour in connection with this task can and should be supplied by volunteers. Many individuals and organizations have been quick to offer their services. However, in this as in so many other cases, a small number of able full-time workers are needed to make the efforts of volunteers most productive.

Such an agency or agencies should enjoy the recognition and support of the External Aid Office and of private shipping companies. While private funds can and should help pay for the costs of this operation, there are many ways in which the government can help both in Canada and abroad. In some receiving countries it is essential to have assistance when the goods arrive at the main port of entry.

Appropriate standards can be worked out for packing and handling materials. Those individuals or organizations that contribute facilities, or packing material, or transportation, should be recognized as donors and should receive a receipt for income tax purposes based on some fair estimate of the value of such service.

We commend the initiative of departments of the Canadian government in making arrangements for the travel of personnel, and for the transporting of goods on training cruises and in special flights of government aircraft. With sound planning this method of transport can serve many needs at no additional cost.

15. Many kinds of equipment are needed The kinds of equipment most urgently needed are:

a) Almost any kind of printing and duplicating equipment that is in good condition, can be readily maintained, and for which parts can be easily obtained. *Sources:* government departments, corporations, organizations and individuals.

b) Paper. (A special recommendation follows - see *16*)

c) Books - for teachers and organizers of literacy programs and, increasingly, for the new literates. Primarily in English, French and Spanish, both new and second hand. The sources for collecting books have been organized.

d) School equipment. Desks and such school supplies such as scribblers, chalk, pencils, pens, erasers, in considerable volume can be collected. It is probable that supplies of benches, shelving, even lumber will be needed in some projects. *Sources:* schools, school suppliers and organizations.

e) Radio transmitters (low-power) and studio equipment. In some case radio receivers will be needed. *Sources:* Canadian Broadcasting Corporation, Canadian Association of Broadcasters, private broadcasting stations, manufacturers of electronic equipment, and vocational schools.

f) Television equipment for training teachers and for training broadcasting personnel. *Sources* as in (e) above.

g) Tape recorders and record players are needed in some places, particularly for the training of teachers. *Sources:* electronic manufacturers, schools, and organizations.

h) Many forms of audio-visual equipment, particularly films and filmstrips, Mobile educational resource centers will be of particular value. *Sources:* National Film Board, private film producers, manufacturers of equipment, schools.

i) New forms of equipment designed for teaching reading, such as the "talking typewriter" if such equipment proves to be practicable and economical. *Sources:* suppliers of such equipment.

As we have noted earlier, in the case of some of this equipment, it will be necessary to obtain technicians for installing equipment at the new location and for training personnel to operate and maintain it.

While most of this equipment can be termed essential, or at least useful, some is indispensable. If there were a lack of paper, printing equipment, and books, in a particular region, the literacy campaign would never get started.

16. Specialized services by Canada We have recommended earlier that Canada should concentrate some of its resources by undertaking one or two major and comprehensive projects in one or two countries.

Another form of concentration might be chosen. Canada might offer a particular kind of service or competence to one or several countries.

We recommend, for example, that a study should be made of the possibility of Canada supplying the main paper needs for newsprint, posters, books - for the literacy campaign in India over a ten year period, or for a region such as East Africa where a promising start has been made. Specific paper needs should be identified and Canadian corporations should be asked both to donate stocks of paper that may be surplus and also provide the main kinds of paper needed at a reduced price. Much of the shipping could be supplied by government on training ships or training flights. If paper were sent to India, the use of this paper for publishing books and study guides might be financed out of "counterpart" funds.

We also recommend that consideration be given to other possible forms of specialization, for example:

a) Providing a team of experts that might serve in one or more countries on planning, problems of educational planning, or of adult education.

b) Providing a team of experts in educational publishing.

c) Developing the use of 8 mm. film projectors and film for literacy uses, or some other mass media support.

d) Developing a closed circuit television system for training literacy teachers.

17. Obtaining support of individuals It is our contention, based on some experience, that thousands of Canadians, if given the opportunity, will wish to contribute to the Literacy Campaign.

Such a response will be facilitated, of course, by the kind of public education campaign that has been proposed earlier.

In addition, a list of agencies offering services abroad, particularly those that have a direct bearing on literacy (e.g., World Literacy (Canada) Inc.) should be prepared and made available to all persons interested.

The UNESCO Gift Coupon plan provides an excellent means by which both individuals and groups can participate. Information about the plan and the projects that are supported should be circulated widely.

Representation may need to be made so that appropriate donations made for this purpose are deductible for income tax purposes.

18. The form of organization and administration should be modest We have proposed many significant forms of participation by Canada in the World Literacy Campaign. It might be anticipated, therefore, that a considerable establishment might be required for organization and administration. We are proposing no such thing. For most of the services required organizations are already in existence, such as departments of education and universities. Some special services are needed:

- A review board for literacy projects
- A central committee responsible for training, research, and development
- A small secretariat

The Review Board will make decisions about general policy and would receive all requests for assistance in the Literacy Campaign regardless of source. All requests would be studied and the Board would make recommendations to the External Aid Office or other appropriate body. On the Board would be representatives of EAO, the Canadian National Commission for UNESCO, departments of education, educationists, corporations, and significant national organizations. The Review Board should be appointed by and report to the Canadian National Commission for UNESCO.

The Research and Training Committee will assist in the coordination efforts in training, research, development, carried on by the institutes or colleges of education that assume major responsibility.

A modest sized secretariat, consisting of one to three persons, operating in both languages, can handle a number of special functions:

- collecting information and preparing inventories of Canadian resources
- collecting information about literacy needs abroad, developments in the campaign, and results from other countries
- providing information to interested persons and organizations and for purposes of public information
- serving as executive officers of any committees or boards.

This secretariat might be attached to the External Aid Office, the Canadian National Commission for UNESCO, one of the educational institutions, or to a non-governmental organization such as the Overseas Institute of Canada.

Once matters of general policy are worked out in the Review Board, and agreement has been reached about the main objectives, the size of the Canadian undertaking, and the institutions who will assume the main responsibility, the program can be guided and operated with these boards and staff, assisted by the creation of special committees when needed.

19. The financial cost of the service should be modest We are assuming that it will be necessary to make plans and accept responsibilities for a number of years to give time for projects to mature and develop. The first projects should be planned for a minimum of five years with annual assessment of results.

It is not possible to forecast with any accuracy what the costs may be. However, estimates are possible, and it should be possible for Canada to agree on the limit of its undertakings. The main costs will be somewhat as follows:

a) Operation of the Review Board and the secretariat (perhaps $25,000-$50,000) a year.

b) Costs of training Canadians for service abroad and training persons from foreign countries who will come to Canada (perhaps $20,000 a year).

c) Program of public information covering the campaign (perhaps $10,000 a year).

d) Additional funds needed for support of salaries of Canadian experts who are sent abroad, over and above salary of positions (perhaps $20,000 a year).

e) Travel of personnel for planning and evaluation (perhaps $10,000 a year).

f) Grants for shipping books and equipment (perhaps $10,000 a year).

g) Budget for the main concentrations (perhaps $200,000 a year for each of two projects).

Accordingly, a sizable literacy program, which would include responsibility for a full campaign in at least two countries, and for assistance to an additional score of countries, might cost up to $500,000 a year or in five years might total two and a half million dollars. On this basis it would amount to about a fifth of one per cent of Canada's total aid effort.

APPENDIX I

RESOLUTION ON WORLD LITERACY ADOPTED UNANIMOUSLY AT THE GENERAL CONFERENCE OF UNESCO IN 1966.

I.

The General Conference,

Considering that illiteracy represents a bottleneck to social and economic development;

Reaffirming the recommendations made by the World Congress of Ministers of Education on the Eradication of Illiteracy held in Teheran in September 1965;

Recalling the efforts of the United Nations and the Specialized Agencies, and of Member States, to eradicate illiteracy;

Taking note, with gratitude, of the generous initiative of H.I.M. the Shahinshah of Iran on behalf of world literacy; further noting with gratitude the similar generous action taken by Mali, Tunisia, Ivory Coast and Morocco;

Recognizing the need for a concerted and vigorous international effort to promote world literacy;

Invites, consequently, in the name of human solidarity, Member States, non-governmental organizations, foundations, and private enterprises to do everything possible to give financial, technical, moral and any other appropriate forms of support for international action against illiteracy under the auspices of UNESCO, in order, as soon as possible, to eliminate illiteracy throughout the world.

II.

Considering that the World Congress of Ministers of Education on the Eradication of Illiteracy, held in Teheran in 1965 recommended "that 8 September, the historic date of the inauguration by the Shahinshah of Iran, be proclaimed International Literacy Day and be observed by all countries of the world; that on that day all information media be used in all countries for the attack on illiteracy and that the results of all literacy programmes be disseminated at national and international level; and that World Literacy Day be observed on 8 September each year from 1966 onwards";

Recalling the resolution adopted on this subject by the Executive Board at its 73rd session;

Noting with satisfaction that several Member States have taken action on their own initiative in pursuance of the Teheran recommendation and celebrated International Literacy Day on 8 September 1966;

(a) *Proclaims* 8 September as International Literacy Day;

(b) *Invites* Member States to take the appropriate measures at national level each year on this occasion, in the spirit of the recommendation formulated by the Teheran Congress;

III.

A.

Invites Member States in whose territory illiteracy is still widespread;

(a) to take the appropriate measures, within the framework of their national development plans, for the eradication of adult illiteracy and to establish the necessary administrative and technical services for this purpose;

(b) to collaborate, as appropriate, with international governmental and non-governmental organizations in efforts to eradicate illiteracy; and

(c) to set up national committees for literacy, where appropriate, and to do everything in their power to stimulate public opinion in support of its struggle against illiteracy and ignorance.

B.

Invites Member States in whose territory illiteracy has already been drastically eliminated:

(a) to contribute technical and financial assistance, as appropriate, to national efforts for the eradication of illiteracy in countries with large numbers of illiterates; and

(b) to establish national committees for the struggle against illiteracy and, by all means in their power, to mobilize public opinion in support of this struggle.

Resolution

The Director-General is authorized, in co-operation with the organizations of the United Nations system and other international, regional, governmental and non-governmental organizations and Member States to implement and extend the Experimental World Literacy Programme and to assist Member States in their efforts to eradicate illiteracy, and, in particular:

(a) by continuing to assist existing intensive pilot projects, by promoting the creation of new ones, under the Experimental World Literacy Programme, by making maximum use of these projects in testing new approaches, methods and materials, and by undertaking an evaluation of these projects on a comparative basis;

(b) by collaborating with the international, regional and national governmental and non-governmental organizations in undertaking projects that will make a direct contribution to the eradication of illiteracy;

(c) by providing international, regional and sub-regional support to Member States in their literacy work and, in particular:

(i) by continuing the operation of the Fundamental Education Centre for Community Development in Latin America (CREFAL), Patzcuaro, Mexico and, to this end, by incurring in 1967-68 obligations not exceeding $735,000 for the Centre, it being understood that UNESCO's direct assistance to the Centre will not be continued beyond 1972;

(ii) by continuing the operation of the Arab States Training Centre for Education and Community Development (ASFEC), Sirs-el-Layyan, United Arab Republic, and, to this end, by incurring in 1967-68 obligations not exceeding $677,000 for the Centre, it being understood that UNESCO's direct assistance to the Centre will not continue beyond 1972;

(d) by assisting Member States in their efforts to extend as far as possible the struggle against illiteracy and to organize seminars' workshops, advanced training courses and study tours with a view to meeting the growing need of Member States for literacy specialists and organizers;

(e) by mobilizing world-wide public support for the eradication of illiteracy and, to this end, by establishing an international liaison committee for literacy, by promoting the creation of national literacy committees, and by annually awarding the Mohammad Reza Pahlevi prize for meritorious work in literacy;

(f) by facilitating the dissemination of information on measures taken in the various countries in the spirit of the recommendation made by the Teheran Congress regarding the celebration of International Literacy Day, by studying and publicizing the influence of these measures on the development of the campaign against illiteracy and on international public opinion.

APPENDIX II

LITERACY PROGRAMS AND NEEDS

TWO EXAMPLES

The following report dealing with Kenya was given to the author by Anibal Buitron when the author visited some of these projects with Buitron during 1966. It is quoted in full because it illuminates so well many of the needs and problems that will be encountered in any literacy campaign.

AN ADULT LITERACY PROGRAM FOR KENYA

The problem of illiteracy in Kenya, as in the rest of the underdeveloped world, is big, complex, and difficult to solve. The efforts made in the past to eradicate illiteracy have, to a considerable extent failed mainly because:

a) The funds assigned for this purpose have been completely insufficient with no relation at all to the magnitude of the problem.

b) The adult literacy activities have not been organized as an integral part of the development plans.

c) There has not been a National Program operating on a regular and permanent basis, in the hands of trained personnel, with appropriate reading and teaching materials, good supervision, and well-defined objectives.

d) There has not been a central authority responsible for the organization, direction and supervision of the program.

Even though no accurate statistics are available, estimates indicate that the illiteracy rate in Kenya may be as high as 80 per cent. Illiteracy, however, is not spread evenly over the country. Usually, it is higher in the rural than in the urban areas, among women than among men. Because of the high percentage of illiteracy the majority of the people do not know or understand their rights and duties and under these conditions democracy cannot operate properly and effectively.

The existence of mass illiteracy is the biggest obstacle in the efforts to raise productivity. Agricultural and industrial production stays low because the human factor due to widespread illiteracy and ignorance, fails to play its part up to the required efficiency.

For any social and economic change to take place it is essential to create in the people a rational attitude, an awareness of their social obligations, and a desire for knowledge and a better life. These attitudes can be inculcated through literacy.

Objectives

The most important objective of an adult literacy program is to enable the illiterate adults to have a more responsible and effective participation in the economic and social development of their country. For this reason the literacy program should aim at giving the adult illiterates the skills necessary for this kind of participation.

To achieve this aim it will be necessary to provide certain facilities for the adult illiterates to acquire the basic skills of reading, writing, simple arithmetic, citizenship, etc., keeping in view their vocations and making possible the use of the basic skill of literacy for an effective performance of their economic, social and political functions. In this way literacy will be used to improve the productive capacity and will permit full participation of the adults in their changing world.

The objectives of the adult literacy program can be summarized in the following points:

a) To teach the people to read, to write, and to solve simple problems of arithmetic.

b) To raise their level of instruction to the equivalent of full primary school.

c) To help them apply the new knowledge and skills to solve their basic economic, social and cultural problems.

d) To prepare them for a more efficient participation in the development of their country.

e) To integrate the adult literacy program with the general agricultural and industrial development of the country, and

f) to create in them the desire to keep improving their education.

Operation

To achieve functional literacy, that is, to prepare the adults to work better, to earn more, to improve their living conditions and to carry on a more active life in their own communities the literacy activities must take place right where they work and in close relation to their practical needs. It is in this way that the illiterates are properly and effectively motivated and therefore the possibilities for their improvement through literacy are greater.

In order to adapt the literacy program to the specific needs of different economic and social groups and to their interests and capabilities it should consist of:

1. The Rural Program for Land Settlement Schemes, small farmers, and independent rural workers.
2. The Urban Program for industrial, commercial, and other urban workers and for public and private employees.
3. The Plantation Program for plantation workers.

The Rural Program

The main objective of the rural program should be to link the literacy program with agricultural development by means of providing the new literates with agricultural information, demonstrations and training suitable to their needs and to their level of understanding. This program should also promote cooperative instruction, organization and development and the teaching of home science and child care for rural women as well as the teaching, organization and marketing of rural crafts and industrial products.

To achieve this objective the literacy program should work in close collaboration with the Farmers' Training Centers, Community Development Training Centers, etc. In this way it will be possible to show the effect of literacy on rural development as a whole and in agricultural productivity in particular. All the follow-up materials must be prepared keeping in mind this objective and therefore the cooperation of several governmental departments and non-governmental services will be needed.

The Urban Program

The main objectives of the urban program should be to eradicate illiteracy among industrial and other urban workers and public and private employees and to increase productivity and establish better relations between employers and employees.

The literacy program in cities, towns, factories and commercial establishments should be integrated with workers' educational and vocational training programs. On-the-job literacy instruction in industrial and commercial concerns should be introduced.

The active cooperation of the KOTU (Kenya Organization of Trade Unions), the Kenya National Chamber of Commerce, etc., will be essential.

Again all the follow-up materials for this program will have to be prepared in close collaboration with several departments and services keeping in mind this objective.

The Plantation Program

The main objective of the Plantation Program should be to help the plantation workers to live a better life through a better understanding of the labour laws, the new methods of work essential to increase and improve production, the value of acquiring special skills in order to get better salaries and the need for establishing better employer-employee relations.

It is known that illiteracy among plantation workers is very high and that they have so far had very few incentives to improve their education. The close collaboration of the Ministry of Labour, KOTU plantation managers, etc., will be needed for the success of this program.

Administration

The National Government, through the Ministry of Education should be fully responsible for the organization, administration, direction and supervision of the adult literacy program throughout the country.

This centralization of responsibility and authority is essential for the success of the literacy program.

The Adult Education Section of the Ministry of Education should be in charge of:

a) Training of personnel for adult literacy at all levels.

b) Preparation of training programs and teaching materials.

c) Preparation of syllabuses.

d) Preparation of primers and follow-up books.

e) Distribution of all materials for adult literacy down to the village level.

f) Compilation of reports and statistics on adult literacy at all levels.

To carry on this work the Adult Education Section will need the active collaboration of all Government Departments dealing or closely concerned with adult literacy such as Community Development, Cooperatives, Health and Agricultural Education, Information and Broadcasting, Local Government, etc., as well as the collaboration of non-governmental institutions such as the Institute of Adult Studies, Literacy Centre of Kenya, East African Literature Bureau, KNUT, National Council of Social Services, CCK, The Catholic Secretariat, Kenya National Chamber of Commerce, COTU, KNFU, KANU, National Council of Women, etc. At the Provincial and District Levels the Ministry of Education should appoint at least one Adult Literacy Supervisor to be attached to the offices of the PEO's and DEO's and to report to them. Twenty of these Adult Literacy Supervisors have already been requested by the Head of the Adult Education Section.

Teachers

Every effort should be made to engage the school teachers in the adult literacy activities. If they are offered a small additional compensation it is quite probable that they will agree to collaborate in this important task.

In addition to the school teachers many more part-time literacy teachers will be needed. The best-qualified school leavers could be selected and trained as literacy teachers and put to work in their own or neighbouring villages with an honorarium of about Sh.50/- per month.

Training

The training of literacy teachers could be carried out in the following way:

First the Adult Literacy Supervisors should be concentrated in Nairobi to attend a three-week course, either at the Kenya Institute of Administration, College of Social Studies, Kenyatta College, or Limuru Conference Centre, to be trained as instructors of literacy teachers. The collaboration of the Extra Mural Department, College of Social Studies, Literacy Centre of Kenya, Sub-regional Literacy Centre for East Africa, East Africa Literature Bureau, etc., should be requested to help with the training of instructors of literacy teachers.

At the end of this course the Supervisors will go back to their Provinces and Districts and each will select 30 candidates to be trained as literacy teachers. With the help of the Provincial and County Committees appointed by the Board of Adult Education the Supervisors will engage the collaboration of local government and all other officials who could help with the training of the literacy teachers.

This course should last 4 weeks and should be organized whenever there is need for more literacy teachers.

Literacy Materials

Until new and better books are available the existing books will have to be used and reprinted, if necessary, in order to have a sufficient number of copies.

The Government of Kenya has already requested an expert from UNESCO on the preparation of literacy materials. As soon as this expert arrives in Kenya, he should be asked to study all the existing literacy materials and to report on their suitability, need for revision, or need for the preparation of new materials.

Once the recommendations are accepted by the Ministry of Education, the same expert should be asked to prepare a plan including a budget, for the publications that have been considered necessary for the literacy program. This plan should specify the type of books, primers, follow-up books, teachers' guides, exercise books for writing and arithmetic, books of general knowledge, simple manuals, etc., the language or languages in which each book should be published, the number of copies of each book needed, the institution or persons responsible for the preparation of each book, etc.

Follow-up Programs

A literacy program which is not backed by a well-organized follow-up program cannot form functional literates. Without a follow-up program the literacy program is only a waste of time, effort and money. When the new literates have no facilities to continue with their education they soon relapse into illiteracy.

In planning a literacy program, therefore, the follow-up program should be planned at the same time.

There are many institutions in Kenya which could serve this purpose if they are made part of the adult literacy program. Farmers' Training Centres, Community Development Training Centres, the Extra Mural Department of the University College, the College of Social Studies, and other institutions of this type could help further the education and fulfill the needs of the people who have learned to read and write.

INDIA

In India much attention has been given to the villages, and rightly so because of their number and population. But extensive work in literacy must go on in such cities as Bombay, Delhi and Calcutta. In Calcutta many volunteer teachers and university students are engaged in an extraordinary literacy program being carried out under the auspices of the West Bengal Social Welfare League. The Director, Shri Satyen Maitra, has described the program's goals and methods.

A FIVE YEAR PLAN FOR ADULT LITERACY IN CALCUTTA

Calcutta is more than a big city. Its impact on the rest of West Bengal is much more than what its physical area would suggest. This metropolis has grown and is growing not in accordance with the normal process of growth but as if it has been afflicted by "Giantism." Unless something is done to halt the process it will topple over by its own weight. There are plans and projects to shore it up, but more specifically, in this discussion we are concerned with sparking off the lump or mass which constitute a large chunk of the people, so that new social dominants may arise in rapport with the increasing changes and able to check and control the forces of decay and destruction. An attempt to prevent the metropolis from turning into a necropolish - to borrow a vivid term from Mumford.

How to stir this lump into action? Not action born of frustration and ignorance and death-wish seeking satisfaction in an orgy or wanton destruction, but action which seeks life and sustains it, action which sets out to realize attainable goals and in the process loosens the hold of prejudice and apathy, action of affirmation and not negation.

What follows is an attempt to draw up a 5-year scheme for the substantial reduction of illiteracy among the adult population of Calcutta comprising the age-group 15-45.

We are here concerned with the Municipal area of Calcutta which covers 39.75 sq. miles and has a population of 3 million. Of these 3 million there are three language groups - Bengali (65.64%), Hindi (19.88%), and Urdu (9.23%) - which account for over 90% and only they need to be considered. The other splinter language groups like Oriya (2.1%), Nepali (1%), Punjabi (.9%), Gujarati (.73%), South Indian languages (1.0%) are too small to yield results commensurate with the effort and expenditure involved.

(a) *Bengali Speaking Population:* Number about 1,868,862.

15 - 45 age group	934,431
Males in age group	560,658
Females in age group	373,773

Roughly 10% of the males and 30% of the females are illiterates. On this basis we get 56,000 male illiterates and 112,000 female illiterates.

(b) *Hindi Speaking Population:* Number about 566,242

15 - 45 age group	368,056
Males in age group	295,032
Females in age group	73,024

Roughly 45% of the males and 75% of the females are illiterates. On this basis we get 132,500 illiterate males, and 56,000 illiterate females.

(c) *Urdu Speaking Population:* Number about 262,840

15 - 45 age group	158,000
Males in age group	126,000
Females in age group	32,000

Roughly 40% of the males and 90% of the females are illiterates. On this basis we get 51,000 illiterate males and 28,000 illiterate females.

In all the above categories 15-45 age-group has been taken as most likely to benefit through education.

Training and Literature

Functional literacy cannot be properly attained in less than 8 months or more precisely 200 hours. Even so another four months or 100 hours are needed to enable the functional literacy to "sink in" effectively with aid of books pertaining to subjects which are necessary for the adult student to know. What is envisaged is a full one year's instruction of literacy and social education supplemented by talks on family planning, maternity-care and child-welfare, etc.

The two main props for a project like this, are: (a) trained teachers, and (b) properly graded adequate follow-up books. Let these be considered next -

(a) *Trained Teachers*

As it is a five-year plan, every year about 43,000 need to be taken in hand. If classes are limited to 30 students, about 1500 classes need to be kept going to 5 years. Since adult classes should not "spill" over one hour, a teacher can easily take on two classes in the evenings or afternoons depending on whether the students are males or females. So for 1500 classes 750 teachers should suffice.

Accommodation for most of these classes can be secured free in local clubs, institutions, schools, individual houses, etc. This will be a measure of citizen participation. Training is essential for these 750 teachers. Endeavours at social welfare suffer by and large from lack of trained personnel.

Result: What is achieved is not commensurate with the effort expended. A training program of about 50 hours can be planned which would cover technique and methods of literacy, organization of schools, use of library, simple audio-visual methods, urban problem and slums, Government and Municipal administration, family in urban areas, rights, duties, and obligations of citizenship in a democracy, recreation, cleanliness and home decoration.

Talks on family planning, maternity care and child welfare, nutrition will have to be given by experts supplementing the instruction in the classes.

If what is being attempted is put across with boldness and imagination, it is sure to draw a large number of voluntary workers. (Social work also needs good public relations officers.) Students particularly will respond to this challenge of growth-work if they can realize the revolutionary nature of such a program. But to ensure continuity and effective control, this body of trained teachers should be given an allowance of, say, forty rupees a month. This will be the costliest item in the program but cannot be curtailed without detriment to its efficacy.

(b) *Follow-up Literature*

One of the main reasons of the failure of a literacy program is the absence of properly graded and scientifically prepared materials bearing on the problems of the adults and closely related to them and their lives. This is particularly true of urban areas. There are some materials on rural problems. But urban problems have been, by and large, neglected or overlooked in the literature for neo-literates. But it is here in the urban area that a conflict between the old and the new, the traditional and the progressive, the illiterate and the world of education ensues. It is at this point the struggle against illiteracy can be most effective, because this is the point of felt-need. A literacy program for urban areas is bound to founder on the rock of unprepared literature. Without follow-up books literacy programs will be like the labour of Sisyphus. But follow-up books or books for neo-literates need a lot of careful planning. They need a lot of pre-testing and checking. To do that through normal commercial channels of printing will be costly and time consuming. A modern automatic printing press as a part of a literature production center is essential to make the program fruitful. Limited edition can be brought out and pre-tested for readability and comprehension - programmed instruction materials can be prepared on various subjects including technical, for people of limited reading ability. A vital and useful literature can grow up, stemming out of the real needs of the people. Moreover, a small printing press in a non-profit making set-up would enable books to be priced so low as to be well written within the reach of the people for whom they are meant and yet reimburse the production costs of such materials.

Here it will be well to stress the point that the attainment of functional literacy is not the ultimate goal, but the minimum goal and provisions must be there to develop this skill through libraries, reading clubs, discussion groups, etc. Specially prepared books for workers after the functional literacy stage, enabling them to grasp elementary technical principles in their trade gradually leading up to more intricate matters will be of immense benefit to them.

To achieve this, a press geared and responding to the needs of a rising reading public will many times over pay for its own cost. This incidentally will lead to the dissemination of technical and scientifically useful knowledge among a large section of the people of limited reading ability and help to develop the languages in tune with the technical age. A literacy program for Calcutta without adequate provision of books is doomed to failure.

Post-Literacy Set-up

These literacy classes must not be allowed to function in a vacuum. They must be linked up with permanent centers like adult education-cum-recreation centers in Hong Kong, where they can learn technical subjects or other subjects of their interest to develop their own skill, learn ways and means to make their leisure more productive - like growing more food - and enjoyable. Community service centers or urban community centers as envisaged by the Government and the C.M.P.O. and already begun in certain selected areas could very well fill the bill.

APPENDIX III

POPULATION IN CANADA WITH LIMITED EDUCATION, CENSUS 1961

Data available on the population 15 years of age and over, not attending school, from the 1961 Census, shows that almost half (46.8 per cent) or 5,166,346 of these persons, had no schooling or elementary education only. Of these, 176,524 persons reported no schooling, 848,261 attended fewer than five grades and 4,141,561 persons reached Grade 5 but had not progressed beyond the elementary level. The age distribution shows that 74.5 per cent of those with such limited education were under 60 years of age, and 11.3 per cent were under 25 years of age. (See Chart 1.)

Previous Census questions, in 1941 and 1951, asked for number of years of schooling, and are not strictly comparable with the 1961 question, which asked for years of schooling or highest grade attended. However, the following table, with this reservation, gives relevant data for the last three Censuses.

Population 15 years of Age and Over Not Attending *School, by Education Level, 1941, 1951, 1961.*

Year	Total 15 and over	Years of schooling or highest grade attended					
		None		Elementary			
		Number	%	1-4 grades		5 grades and over	
				Number	%	Number	%
1941	7,868,765	211,670	2.7	642,313	8.2	3,763,594	47.8
1951	9,250,886	199,522	2.2	640,894	6.9	4,135,278	44.7
1961	11,046,605	176,524	1.6	848,261	7.7	4,141,561	37.5

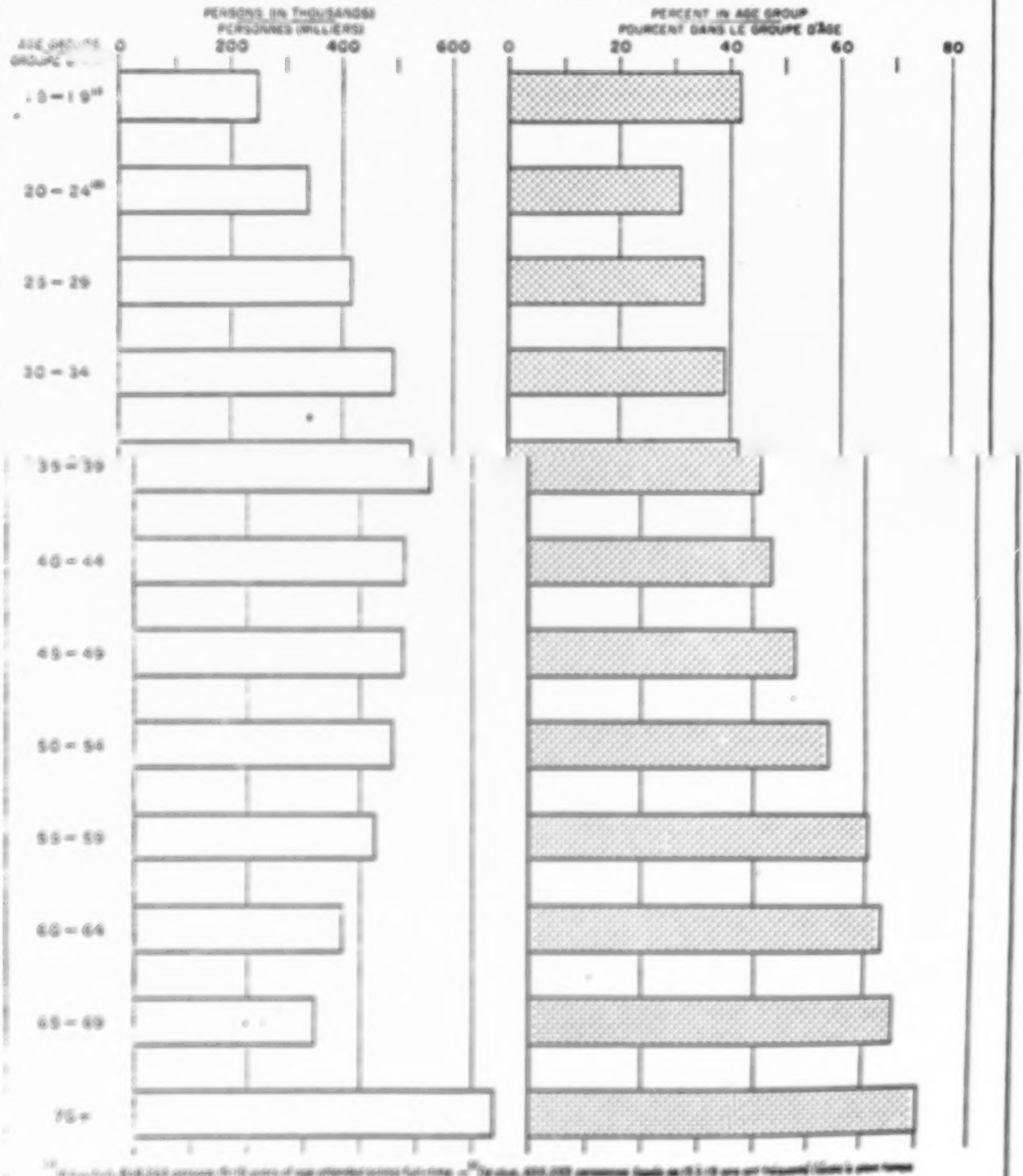
Population 15 - 64 Years of Age, Not Attending School, with Limited Education, Census 1961

		15 - 34 years of age				35 - 64 years of age			
				Elementary				Elementary	
		Total	No schooling	Less than 5 grades	5 grades+	Total	No schooling	Less than 5 grades	5 grades+
Newfoundland	Male	25,060	1,080	4,802	19,178	42,185	4,169	15,854	20,540
	Female	19,537	690	2,577	16,270	32,876	2,445	11,490	18,941
St. Johns	Male	1,820	49	164	1,607	3,427	170	610	2,647
	Female	1,799	28	120	1,651	6,089	118	667	5,304
Prince Edward Island	Male	5,319	91	458	4,770	8,974	190	1,322	7,462
	Female	2,792	52	152	2,588	5,624	87	665	4,872
Nova Scotia	Male	32,024	637	2,935	28,452	54,064	1,748	9,523	42,793
	Female	21,952	419	1,239	20,294	38,691	1,118	5,191	32,382
Halifax	Male	3,289	62	172	3,055	5,379	139	595	4,645
	Female	2,687	32	116	2,539	4,849	106	523	4,220
New Brunswick	Male	32,858	924	4,580	27,354	54,543	2,938	12,017	39,588
	Female	24,712	542	2,299	21,871	43,673	1,538	7,675	34,460
Quebec	Male	311,719	4,343	36,238	271,138	442,287	7,099	119,935	315,253
	Female	303,288	4,141	27,956	271,191	442,250	6,442	94,908	340,900
Montreal	Male	63,746	623	7,278	55,845	100,187	1,440	21,259	77,488
	Female	68,154	665	8,534	58,955	114,960	2,039	24,640	88,281
Quebec	Male	8,313	58	739	7,516	12,744	83	2,451	10,210
	Female	10,076	52	851	9,173	17,173	70	3,174	13,929
Ontario	Male	243,040	4,327	17,404	221,309	489,476	9,438	55,933	424,105
	Female	193,417	4,099	16,410	172,908	429,357	10,217	41,909	374,191
Hamilton	Male	11,103	125	782	10,196	22,641	364	2,418	19,859
	Female	10,083	143	851	9,089	21,998	550	2,501	18,947
London	Male	4,564	60	198	4,306	9,795	120	726	8,949
	Female	3,945	41	180	3,724	9,279	145	636	8,498
Ottawa	Male	6,525	124	501	5,900	12,459	253	1,474	10,732
	Female	6,107	123	519	5,465	13,708	278	1,461	11,969
Toronto	Male	35,696	567	4,975	30,154	60,652	1,411	10,086	49,155
	Female	32,182	846	5,838	25,498	56,290	2,261	9,054	44,975
Windsor	Male	3,207	29	216	2,962	9,672	166	1,228	8,278
	Female	3,138	40	269	2,829	9,823	297	1,293	8,233

		15 - 34 years of age				35 - 64 years of age			
				Elementary				Elementary	
		Total	No schooling	Less than 5 grades	5 grades+	Total	No schooling	Less than 5 grades	5 grades+
Manitoba	Male	33,030	959	2,988	29,083	71,613	2,957	13,646	55,010
	Female	25,319	822	2,297	22,200	61,230	3,578	11,637	46,015
Winnipeg	Male	6,977	96	508	6,373	16,471	491	3,240	12,740
	Female	6,561	85	578	5,898	17,044	799	3,319	12,926
Saskatchewan	Male	36,262	1,124	2,454	32,684	84,831	3,302	13,123	68,405
	Female	23,617	946	1,748	20,923	67,239	4,063	10,037	53,139
Regina	Male	3,214	38	123	3,053	6,337	110	722	5,505
	Female	2,443	25	78	2,340	6,237	189	702	5,346
Saskatoon	Male	2,680	41	130	2,509	5,248	134	661	4,453
	Female	2,150	34	90	2,026	5,223	216	676	4,331
Alberta	Male	46,928	1,131	2,986	42,811	96,326	3,164	13,540	79,622
	Female	32,316	1,028	2,348	28,940	74,479	4,093	10,412	59,974
Calgary	Male	6,050	54	236	5,760	11,099	134	955	10,010
	Female	4,389	57	273	4,059	9,540	227	879	8,434
Edmonton	Male	8,075	82	423	7,570	15,567	348	2,125	13,094
	Female	6,726	119	396	6,211	13,932	685	1,987	11,260
British Columbia	Male	42,247	1,265	3,426	37,556	101,857	3,033	12,137	86,687
	Female	29,217	1,196	2,741	25,280	81,110	3,826	9,204	68,080
Vancouver	Male	7,836	172	827	6,837	23,905	515	2,959	20,431
	Female	6,421	233	744	5,444	21,235	867	2,523	17,845
Victoria	Male	1,062	45	85	932	2,723	80	225	2,418
	Female	854	40	83	731	2,877	134	233	2,510
Yukon	Male	811	36	83	692	1,034	115	124	795
	Female	503	53	61	389	580	137	81	362
Northwest Territories	Male	2,235	1,110	434	691	2,021	1,140	250	631
	Female	2,040	1,097	412	531	1,683	963	195	318
Total, Provinces & Territories	Male	811,533	17,027	78,788	715,718	1,450,404	39,293	267,404	1,140,891
	Female	678,710	15,085	60,240	603,385	1,280,202	38,507	206,444	1,033,634

POPULATION 15 YEARS OF AGE AND OVER, NOT ATTENDING SCHOOL, WITH NO SCHOOLING OR ELEMENTARY GRADES ONLY, CENSUS 1961

POPULATION ÂGÉE DE 15 ANS ET PLUS NE FRÉQUENTANT PAS L'ÉCOLE ET AYANT ÉLÉMENTAIRE SEULEMENT PAR GROUPE D'ÂGE, RECENSEMENT DE 1961



[1] In addition, [illegible] persons 15-19 years of age attended school full-time. — [1] De plus, [illegible] personnes âgées de 15 à 19 ans ont fréquenté l'école à plein temps.

[2] In addition, [illegible] persons 20-24 years of age attended school full-time. — [2] De plus, [illegible] personnes âgées de 20 à 24 ans ont fréquenté l'école à plein temps.

APPENDIX IV

PROFESSIONAL COURSES IN ADULT EDUCATION
OFFERED IN CANADIAN UNIVERSITIES

British Columbia University

1. M.A. or M.Ed. with an emphasis on Adult Education; M.Ed.; M.S.A. in Agricultural Extension; Ed.D.; Diploma, Adult Education.

2. Introduction to Adult Education; Foundations of adult education; Methods of adult education; Seminar in adult education research; Extension teaching methods; Adult education and the mass media; Extension program planning and evaluation.

Guelph University

1. Interim A - Recreation Director's Cert. (Certification course)
   Interim B - Recreation Director's Cert. (Diploma course)

2. Interim A: Professional knowledge and skill; Understanding and working with people; The community; Community planning and facility operation; Administration skills; Program development; Activity skills.
   Interim B: (2 years) Recreation facilities; Recreation leadership; English; Community; Groupwork; Municipal recreation; On-the-job Training.
   Interim B: Physical education; Cultural activities; Social activities.

Ontario Agriculture College

1. M.Sc. with a major in Extension Education.

2. "Core program" based on detailed studies in the fields of sociology, communications, adult education and extension methods.

St. Francis Xavier University

1. Dip. in Social Leadership; (M.A. in Adult Education planned for September 1967).

2. Philosophy and principles of the Antigonish Movement and of Cooperative Movement; Cooperative service organizations; Elementary sociology and economics; Communications; Community development.

Saskatchewan University

1. Postgrad. Dip. in Continuing Education; M.Ed. in Continuing Education. (Possibilities of other Master's degrees with emphasis on continuing education.)

2. Continuing education in today's society (prerequisite basic course); Group process and communication; Continuing education and community development (3 alternatives); Program planning; Program evaluation; Administration for extension workers; Role of school in continuing education; Psychological backgrounds; Comparative continuing education; Individual reading and study (tailored to student needs); One related university course (choice of three additional classes).

Toronto University - The Ontario Institute for Studies in Education

1. M.A.; M.Ed.; Ph.D. each with specialization in adult education.

2. Introduction to adult education (Canadian programs, practices, and agencies; philosophical and social issues); Adult learning and teaching (psychological development during adulthood; how adults learn; educational methods for adults); Individual study and problems (supervised reading in some area of adult education); Planning adult education research.

APPENDIX V

SOME ORGANIZATIONS IN CANADA WITH A SUBSTANTIAL OVERSEAS PROGRAM

African Inland Mission

African Students Foundation

Anglican Church of Canada (Primate's World Relief Fund)

Association of Canadian Medical Colleges

Association of Universities & Colleges of Canada (A.U.C.C.)

Bible and Medical Missionary Fellowship

Boy Scouts of Canada

Brothers of the Holy Cross, The

Brothers of the Sacred Heart

Canadian Association for Adult Education

Canadian Chamber of Commerce

Canadian Council of Churches

Canadian Friends Service Committee

Canadian Hunger Foundation

Canadian Institute of International Affairs

Canadian Labour Congress

Canadian Lutheran World Relief

Canadian Medical Association

Canadian National Commission for UNESCO

Canadian National Institute for the Blind

Canadian Nurses Association

Canadian Red Cross Society

Canadian Save the Children Fund

Canadian Service for Overseas Students and Trainees

Canadian Teachers' Federation

Canadian University Service Overseas

Presbyterian Church of Canada

Rotary International

Sisters of Charity of Hotel-Dieu, The

Student Christian Movement

Sudan Interior Mission

Tibetan Refugee Aid Society

Unevangelized Fields Mission

Unitarian Service Committee

United Church of Canada

United Nations Association in Canada

Voice of Women

World University Service in Canada

Young Women's Christian Association

APPENDIX VI

SOURCES OF INFORMATION

We shall not attempt to list all of the agencies, organizations and individuals that have been invited and have supplied information. Nevertheless, a summary of sources may be useful, not only as a justified acknowledgement of service provided, but as an indication of the variety of experience that may be available.

Information has been sought from all provincial governments, not only from the Department of Education but from other departments as well. Twelve Federal government departments or agencies were interviewed. Forty-five non-governmental organizations have supplied information. In the French language, information was requested from more than a hundred sources and was received from departments of the government in Quebec, from Federal government offices, from regional "commissions scholaires", private schools, universities, adult education organizations, teachers colleges, missions, trade unions and co-operatives and social welfare agencies.

Individuals whose assistance was particularly valuable include :

Mrs. Edith Adamson,
Supervisor Library Services,
Office of Director of Education,
Indian Affairs Branch,
Ottawa, Ontario.

Mr. G. Barbin,
Directeur,
Institut Cooperatif Desjardins,
Levis, Quebec.

Rev. R. M. Bennett,
The Canadian Council of Churches,
Toronto, Ontario.

Mr. C. Bilodeau,
Ministere de l'Education,
Quebec, Quebec.

M. Louis Berube,
External Aid Office,
Ottawa, Ontario.

Miss Wendy Birch,
Canadian Welfare Council,
Ottawa, Ontario.

Mr. M. Blondin,
Conseil des Oeuvres de Montreal,
Montreal, Quebec.

Mr. J. Bouchard, s.j.,
Directeur,
Centre d'Etudes Missionnaires,
Montreal, Quebec.

Mr. H. C. Campbell,
Toronto Public Library,
Toronto, Ontario.

Mr. R. Charbonneau,
Directeur,
Service de l'Education des Adultes,
C.E.C.M.,
Montreal, Quebec.

Mr. D. R. Colombo,
Director of Citizenship,
Citizenship Division,
Department of the Provincial
Secretary and Citizenship,
Toronto, Ontario.

Mr. A. J. Cormier,
Citizenship Branch,
Secretary of State,
Ottawa, Ontario.

Rev. O. E. Daniel,
Canadian Baptist Foreign Mission
Board,
Toronto, Ontario.

Mr. Stephen Davidovich,
Training and Development Branch,
Toronto, Ontario.

Mr. Glen Eyford,
Canadian Association of University
Extension and Summer Schools,
Vancouver, British Columbia.

Mr. H. L. Fortin, s.c.,
Directeur des etudes,
Ecole-Normale N.-D. de Foy,
St. Foy, Quebec.

Miss E. M. Froud,
Supervising Teacher,
Correspondence Division,
Ontario Department of Education,
Toronto, Ontario.

Mr. John N. Haddad,
Executive Director,
Mrs. Mildred Morrish,
English Classes for New Canadians,
The St. Christopher House,
Toronto, Ontario.

Mlle. G. Hotte,
Confederation des Syndicats Nationaux,
Montreal, Quebec.

Mr. F. Jolicoeur,
Directeur Generale de l'Education
Permanente,
Ministere de l'Education,
Quebec, Quebec.

Mlle Madeleine Joubert,
I.C.E.A.,
Montreal, Quebec.

Mr. Jean H. Lagasse,
Director,
Citizenship Branch,
Secretary of State,
Ottawa, Ontario.

Mr. Tim Leishman,
Director,
Community Programs Division,
Ontario Department of Education,
Toronto, Ontario.

Rev. H. Macdonald,
The Anglican Church House,
Toronto, Ontario.

Miss Elizabeth Magee,
Head,
Carnegie Library,
Windsor Public Library,
Windsor, Ontario.

Mr. G. Messier,
Direction generale de l'Education
Permanente,
Ministere de l'Education,
Quebec, Quebec.

Mr. E. McEwen,
Director,
Indian-Eskimo Association,
Toronto, Ontario.

Prof. W. F. Mackey
Department of Linguistics,
Laval University,
Quebec, Quebec.

Dr. Jack Murray,
Research Associate,
Toronto Board of Education,
Toronto, Ontario.

Mr. Douglas Myers,
World University Service,
Toronto, Ontario.

Mr. L. Parent,
Directeur,
Commission scolaire regionals du
Grand-Portage,
Riviere-du-Loup, Quebec.

Mr. H. A. Peacock,
Research and Information Officer,
Canadian Education Association,
Toronto, Ontario.

Rev. Don Powell,
Presbyterian Church in Canada,
Toronto, Ontario.

Mr. H. P. Proulx,
Union Catholique des Cultivateurs,
Montreal, Quebec.

Father Andre Renaud OMI,
College of Education,
University of Saskatchewan,
Saskatoon, Saskatchewan.

Mr. E. W. Robinson,
Principal,
Frontier College,
Toronto, Ontario.

Mr. W. A. Roedde,
Director,
Provincial Library Service,
Ontario Department of Education,
Toronto, Ontario.

Mr. George Sangster,
Workers Educational Association,
Toronto, Ontario.

Mr. Don Simpson,
Althouse College,
University of Western Ontario,
London, Ontario.

Miss Marjorie Smyth,
Specialist,
Indian Education,
Extension Department,
University of British Columbia,
Vancouver, British Columbia.

Msgr. Francis Smyth,
Coady International Institute,
Antigonish, Nova Scotia.

Dr. Alan Thomas,
Canadian Association of Adult
  Education,
Toronto, Ontario.

Mr. Murray Thompson,
Canadian Friends Service Committee,
Toronto, Ontario.

Mr. F. Toussoint,
Corporation des Instituteurs
  Catholiques du Quebec,
Quebec, Quebec.

Miss Naide Waite,
Department of Manpower,
Ottawa, Ontario.

Rev. R. Webster,
United Church of Canada,
Toronto, Ontario.

Mr. Leonard Wertheimer,
Language and Literature Centre,
Parkdale Branch,
Toronto Public Libraries,
Parkdale, Ontario.

Prof. John W. Wevers,
Department of Near Eastern Studies,
University of Toronto,
Toronto, Ontario.

SELECTED BIBLIOGRAPHY

Agency for International Development. "Recommendation of the Work Conference on Literacy." Washington: The Agency, 1964.

Ahmed, Mushtaq. *An Evaluation of Reading Materials for New Literates and a Study of their Reading Needs and Interests.* New Delhi: Research, Training and Production Centre, 1958.

Burnet, Mary. *ABC of Literacy* (MC.65/D.60/A). Unesco: Paris, 1965.

Canada. Department of Citizenship and Immigration. "A Simple Technique for Testing Literacy of Adult Immigrants," by W. F. Mackey. Ottawa: The Department, Documentation Section, Canadian Citizenship Branch, 1964. (Mimeographed.)

Canada. Department of Citizenship and Immigration. "Levels of Literacy: Organization and Instruction," by W. F. Mackey. Ottawa: The Department, Documentation Section, Canadian Citizenship Branch, 1965. (Mimeographed.)

Canada. Department of Citizenship and Immigration. "Teaching Illiterates a Second Language: General Suggestions for an Oral Approach," by W. F. Mackey. Ottawa: The Department, Documentation Section, Canadian Citizenship Branch. (Mimeographed.)

Canada. Department of Citizenship and Immigration. Indian Affairs Branch. "A Programme of Adult Education for Indian Communities," by Florence M. O'Neill. Ottawa: The Department, 1964. (Mimeographed.)

Canada. Department of Citizenship and Immigration. Indian Affairs Branch. "Traditional Linguistic and Cultural Affiliations of Canadian Indian Bands." Ottawa: The Department, 1964.

Canada. Dominion Bureau of Statistics. *Survey of Adult Education - L'Education des Adultes 1961-62, 1963-64.* Ottawa: The Queen's Printer, 1961.

Canada. External Aid Office. "A Report on Canada's External Aid Programs, Fiscal Year 1965-66." Ottawa: The Office, 1966. (Mimeographed.)

Canadian Education Association. Literacy and Adult Education - Canada. (Report prepared by the Canadian Education Association from information supplied by the Provincial Departments of Education.) Toronto: Canadian Education Association, 1964. (Typewritten.)

Clemmer, Myrtle M., and Rycroft, W. Stanley. "The Struggle Against Illiteracy." New York: Commission on Ecumenical Mission and Relations, The United Presbyterian Church in the U.S.A., 1964. (Mimeographed.)

Currie, Adam. *World Campaign for Universal Literacy: Comment and Proposal.* Cambridge: Harvard University, Graduate School of Education, 1964.

Deshpande, A. R. "Organizational and Financial Problems of Literacy Campaigns in India." *Fundamental and Adult Education*, X (January, 1958), 16-21.

Ferguson, Edith. *New Comers and New Learning.* Toronto: The International Institute of Metropolitan Toronto, 1966.

Florida. Florida State Department of Education. "An Annotated Bibliography of Instructional Literacy Materials for Adult Basic Education," by Edwin H. Smith, *et al.* Tallahassee, Florida: The Department, Adult Education Section, 1965. (Mimeographed.)

Fourre, P., and Theodosso Poulos, C. *Adult Education Techniques in Developing Countries: A Greek Case Study.* Paris: Office for Economic Cooperation and Development, 1964. (Also published in French.)

Gudschinsky, Sarah C. *Handbook of Literacy.* Rev. ed. Glendale, California: Summer Institute of Linguistics, 1957.

Halhead, Dick. "A Short Guide on the Taping of Programme Material for the Indian-Eskimo Association of Canada." Toronto: Indian-Eskimo Association, 1965. (Mimeographed.)

Hayes, Alfred S., ed. *Literacy.* Washington, D.C.: Center for Applied Linguistics, 1965.

India. National Fundamental Education Centre. Report of the Seminar on Literacy, New Delhi, April 19-26, 1962. *Adult Literacy.* New Delhi: National Fundamental Education Centre, 1962.

International Bureau of Education and Unesco. *Literacy and Education for Adults: Research in Comparative Education.* Report of the XXVIIth International Conference on Public Education, Geneva, 1964. Geneva: The Bureau and Unesco, 1964. (Publication No. 266.)

Laubach, Frank C., and Laubach, Robert S. *Toward World Literacy: The Each One Teach One Way.* Syracuse, N.Y.: Syracuse University Press, 1960.

Lawrence, Robert de T. *Rural Mimeo Newspapers.* Paris: Unesco, 1965.

Manila. Bureau of Public Schools. *Functional Literacy in the Philippines.* Manila: The Bureau, Adult Education Division, 1963.

Mann, W. E. "Adult School Dropouts." Ottawa: Canadian Association for Adult Education, 1965.

Martin, Carson W. *An Introduction to Canadian English.* 3rd ed. Books I and II. Toronto: New Canadian Publications, 1966.

National Seminar on Adult Basic Education. "Two Lists of Literacy Education Materials." Toronto: Canadian Association for Adult Education and The Frontier College, 1966. (Mimeographed.)

Neijs, Karel. *Literacy Primers: Construction, Evaluation and Use.* Manuals on Adult and Youth Education, No. 2. Paris: Unesco, 1961.

Ontario. Toronto Board of Education. "Aspects of Illiteracy." Toronto: The Board, 1962.

Paltiel, Freda L. *Poverty: An Annotated Bibliography and References.* Ottawa: The Canadian Welfare Council, 1966.

"Planning Adult Literacy in Asia." Working paper prepared by The Asian Institute of Educational Planning and Administration, New Delhi - Simla (India) June 6-25, 1966. Paris: Unesco (Convenor), 1966. (Mimeographed.)

"Report of the National Seminar on Adult Basic Education." Dr. Lee Henney, Seminar Leader. Toronto: Canadian Association for Adult Education and The Frontier College, 1966. (Mimeographed.)

Sautoy, Peter du. *Adult Literacy Education; Selected Bibliography.* Manchester: Manchester University, Adult Education Department, 1964.

Smith, Jeannette. *Bibliography of Recommended Materials for Adults with Limited Reading Ability.* Memphis, Tenn.: Foundation for World Literacy, 1960.

Tetarenko, S. "Liquidation of Illiteracy in U.S.S.R." *Indian Journal of Adult Education,* XXIII (April, 1962), 9-10.

Thomas, R. Murray. "Literacy by Decree in Indonesia." *School and Society,* V (Summer, 1966), 279-283.

Unione Nazionale Per La Lotta Control De L'Analfabetismo. *Literacy and Society.* Proceedings of the World Conference, Parts One and Two. Rome: Ente Nazionale Per Le Biblioteche Popolare E Scolastiche, 1962.

United Nations. Department of Economics and Social Affairs. *1963 Report on the World Social Situation.* New York: United Nations, 1963.

______. "Guide for the Preparation of Pilot Experimental Work Oriented Literacy Projects" (ED/W/S/1). Paris: Unesco, 1967. (Mimeographed.)

United Nations General Assembly, 19th Session, December 8, 1964. *World Campaign for Universal Literacy: Report of the Secretary-General,* A/5830.

Unesco. *The Art of Writing: An Exhibition in Fifty Panels.* Paris: Unesco, 1965. (Catalog.)

Unesco. "Final Report of the Regional Conference on the Planning and Organization of Literacy Programmes in Africa" (Abidjan, Ivory Coast, 9-14 March, 1964) (Unesco/Ed/203), May 25, 1964.

_______. *Fundamental Adult Literacy and Community Education in the West Indies.* Prepared for the West Indian Conference, 6th Session, Puerto Rico, 1955. Paris: Unesco, 1955.

_______. *Literacy Teaching: Selected Bibliography.* Educational Studies and Documents, No. 18. Paris: Unesco, Education Clearing House, 1956.

_______. *Literacy: Three Pilot Projects.* Reprints from *Unesco Chronicle,* XI (December, 1965); XII (March, 1966).

_______. *Periodicals for New Literates: Editorial Methods.* Unesco Reports and Papers on Mass Communication, No. 22. Paris: Unesco, 1957. (Also published in French.)

_______. *Periodicals for New Literates: Seven Case Histories.* Reports and Papers on Mass Communication, No. 24. Paris: Unesco, 1957.

_______. *The Provision of Popular Reading Materials; A Collection of Studies and Technical Papers,* by C. C. Richards. Monographs on Fundamental Education, XII. Paris: Unesco, 1959.

_______. "Report of the Expert Committee on a World Campaign for Universal Literacy" (12C/PRG/23), November 13, 1962. (Mimeographed.)

_______. *Simple Reading Material for Adults: Its Preparation and Use.* Manuals on Adult and Youth Education, No. 3 (ED.62/XIII.3/A). Paris: Unesco, 1963. (Also published in French and Spanish.)

_______. *Statistics of Illiteracy.* Report prepared for the World Conference of Ministers of Education on the Eradication of Illiteracy, Teheran, September 8-19, 1965. Paris: Unesco, 1965.

_______. *Visual Aids in Fundamental Education and Community Development.* Paris: Unesco, 1959.

_______. *World Illiteracy at Mid-Century: A Statistical Study.* Monographs on Fundamental Education, No. 2. Paris: Unesco, 1957. (Also published in French.)

Unesco. Economic Commission for Asia and the Far East. "Integration of Literacy in Development." World Literacy Campaign Report (E/CN.11/725), 1 March, 1966. (Mimeographed.)

_______. International Bureau of Education. *Literacy and Education for Adults.* Geneva: Unesco, IBE Publication No. 266, 1965; No. 278, 1965.

_______. International Committee of Experts on Literacy. "Final Report" (Unesco/Ed/220), March 18, 1966.

Unesco. Workshop for the Production of Reading Materials for New Literates, Kenya - Uganda, 1962. *How to Produce Reading Materials for New Literates.* Paris: Unesco, 1962.

_______. World Conference of Ministers of Education on the Eradication of Illiteracy. *Final Report* (Unesco/Ed/217), Teheran, September 8-19, 1965.

Verner, Coolie. "Adult Illiteracy, 1921-1961." *Journal of Education of the Faculty of Education* (April, 1964), 99-109.

Ward, Betty Arnett, and Brice, Edward Warner. *Literacy and Basic Elementary Education for Adults: A Selected Annotated Bibliography* (Cat. No. FS5.213.13017). Washington, D.C.: U.S. Department of Health, Education and Welfare, 1961.

Williams, Norman L. *Publishing for the New Reading Audiences.* A Report of the Burma Committee of the Unesco Regional Seminar on the Production of Reading Material for New Literates, Rangoon, 1957. Rangoon: Burma Translation Society, 1958.

World Confederation of Organizations of the Teaching Profession (WCOTP). *Proceedings of the Fifth International Conference on Adult Education,* "The Teaching Profession and World Literacy." Washington, D.C.: WCOTP, 1965.

_______. *Proceedings of the WCOTP Training Workshop,* "The Role of Teachers' Organizations in Adult Literacy Education." Washington, D.C.: The Committee, 1966.

THE [illegible]
JAN [illegible]
[illegible]